

FINAL

SETTLEMENT REPORT

OF THE

BASTI DISTRICT,

UNITED PROVINCES,

[1915-1919]

A. G. CLOW
I.C.S., Settlement Officer.



ALLAHABAD:

PRINTED BY THE SUPERINTENDENT, GOVERNMENT PRESS, UNITED PROVINCES.

1919.

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सत्यमेव जयते

FROM

E. A. PHELPS, Esq., I.C.S.,
SECRETARY TO THE BOARD OF REVENUE,
UNITED PROVINCES,

TO

THE SECRETARY TO GOVERNMENT, UNITED PROVINCES,
REVENUE DEPARTMENT.

Dated: Allahabad, the 17th January 1920

SIR,

I AM directed to submit the final report on the recent settlement of the Basti district with the following observations and recommendations by the Board.

Present:
THE HON'BLE MR. P. HARRISON, I.C.S.

2. The last settlement of the district was carried out by the late Mr. Hooper, with the late Sir Duncan (then Mr.) Bullis as assistant. Its thirty years' term expired on 30th June 1919, and Mr. E. A. H. Blunt was appointed Settlement Officer in October 1915. For a year he worked alone, but in 1916-17 and 1917-18 he had two Assistant Settlement Officers, Messrs. G. M. Harper and G. L. Vivian in the former year, and Messrs. G. M. Harper and A. G. Clow in the latter. Duties arising out of the war claimed Mr. Vivian in the autumn of 1917 and Messrs. Blunt and Harper a year later, so that Mr. Clow was left to complete the work. Fortunately the other officers had been able to finish the assessment of the tracts they had inspected, and Mr. Blunt was able to revise those worked out by his assistants, except Mr. Clow's, which were submitted by that officer himself as Settlement Officer. Mr. Clow has also written the final report. The present Junior Member of the Board, Mr. Harrison, supervised the proceedings throughout in his capacity as Settlement Commissioner, toured in every part of the district, reviewed every rent-rate report, and examined the assessment of every mahal before the revenue was sanctioned by the Board.

3. The district, a large one, originally formed the western part of the Gorakhpur district, and like it lies between the Nepal frontier on the north and the Ghagra on the south. On the east it adjoins the Gonda district of Oudh. Its total area is now about 2,800 square miles. It has a share of the Ghagra valley opposite the Fyzabad district of Oudh. The portion over which the great river still habitually works is liable to great changes, and as the deep stream is the Oudh boundary portions are liable to transfer from Fyzabad to Basti and *vice versa*. Much of this area is nothing but barren sand, but *tamarisk* (*jhalo*) springs up in time, and if the river does not change its course too soon, often collects silt among its roots and provides some cultivable land. This tract is known as the *manjha*, and lower down in the Gorakhpur and Azimgarh districts as *diara* and *diwara*. But there is a fairly wide tract of valley over which the river has long ceased to work, and in which the older alluvium is often rich and fully cultivated by an old-established and dense population. Parts of this are however swampy and liable to flood, particularly in the eastern half where tributaries like the Koano approach the main river. Fringing this permanent lowland (or *tarhar*) an old high bank of the Ghagra is traceable more or less distinctly right across the district from west to east. It seems to mark the edge of the higher land beyond which the river has never cut. This higher land (*uparhar* or *bangar*) forms the backbone of the district, extending across its whole width from the Gonda border in the west to the Rapti valley in the north and east, and extending south-eastwards into the Gorakhpur and Bangsaoon tahsils of Gorakhpur. It contains roughly half the cultivated area of the district. It is traversed by two main drainage lines, the first that of the

Koano, which enters the district from Gonda and crosses the south-west of the upland until it drops into the *tarhar* about half way across the district, and the other that of the Ami, which takes its rise in some depressions not far south of the Rapti in pargana Rasulpur and follows a generally south-easterly course right across the middle of the upland and then leaves the district, ultimately to fall into the Rapti below Gorakhpur. The Ami has some relatively unimportant tributaries in the district. The Koano receives one of some consequence, the Rawai, before it leaves the upland. That channel drains the *bangar* of the Harraiya tahsil. Another important tributary is the Katnehiya, which rises in pargana Rasulpur, crosses the north of the Basti tahsil, then forms the boundary between the Basti and Khalilabad tahsils for several miles, and finally falls into the *tarhar*, where it joins the Koano in pargana Mahuli East not long before the Koano enters Gorakhpur. The soil in the upland is generally a lightish to medium loam, seldom very sandy; but in depressions, some of which are extensive, the soil becomes more clayey. Along the courses of the principal drainage lines there is some *seour*, and on the southern edge of the upland and generally along the Koano there is a distinct tendency to sandiness. Forest would seem to have disappeared latest in the neighbourhood of the Koano and the Rawai, and towards the eastern edge as the Rapti valley is approached. There are a few small blocks of forest trees still standing, and scattered *mahua* trees, which are numerous in parts, serve to recall the pristine jungle. There is a little *sal* here and there. But now the upland is one broad and hardly broken sheet of cultivation.

4. The north of the district is cut off by the valley of the Rapti, a Himalayan river which enters British India in the Bahraich district, flows through the north of Gonda, forms the boundary between Gonda and Basti for some miles, and then cuts right across Basti from west to east. It then leaves the district for a while, and then reappears on the central eastern border finally to continue into Gorakhpur. Until it has passed the town of Bansi, for about two-thirds of its course across the district, the Rapti is in a fairly confined bed, never very wide from high bank to high bank, but it has a habit of cutting across the necks of loops formed in its course and thus causing changes from time to time. The extreme range of its action is not however great. Not far below Bansi an old channel known as the Purani Rapti takes off to the south, but this is not now active. It rejoins the present river on the eastern border of the district. On the north however, below Bansi, the Rapti receives the waters of the Banganga, another river coming down from the Nepal hills through the north centre of the district. The Banganga is itself reinforced by the Burhi Rapti, which comes into Basti from Gonda and flows first west and then south-west in the Domariaganj and Bansi tahsils. Between the Burhi Rapti and the Banganga, and below their junction up to the Rapti, and again along the Rapti the land lies low and is subject to annual flooding. The soil is rather poor between the two tributary rivers, but below their junction and along the Rapti it is fertile, as indeed it is right down the lower course of the river through Gorakhpur. A tract of the same sort of country is found in the lowlands of the Rapti valley below Mehndawal and Bakhira, but here the soil is on the whole rather stiffer in the neighbourhood of the great lake known as Bakhira Tal, or Tal Badhanahh, which is apparently a relic of some old course of the river.

5. North of the Rapti, excluding the lowlands just described, a good deal of the country resembles the central *bangar* south of the Rapti, though perhaps it has more depressions and stiff soil. In the north-east this *bangar* is scored through by other streams from the Nepal hills, which ultimately find their way into the Rapti; but the whole northern strip along the frontier consists mainly of stiff-soiled plains traversed by numerous streams; and in the main bend of the Rapti to the north-west of Domariaganj is an extensive, shallow, cup-like depression where the soil is again essentially stiff and clayey.

6. The cropping in the different tracts differs considerably, though everywhere except in the Rapti valley and the northern rice tracts early rice (*bhadain*) is the

crop most extensively grown in the autumn. In the *tarhar* maize is next after it in importance. Both these crops ripen early and leave the ground free for a second crop in the same year, and this crop is generally peas after rice and *gojai* (mixed wheat and barley) after maize. The rest of the *rabi* is nearly all wheat unmixed. Nearly 60 per cent. of the whole *kharif* area in the *tarhar* is regularly double-cropped, and the *kharif* and *rabi* areas are nearly equal at 136,000 to 138,000 acres every year. About 9 per cent. of the *kharif* area is regularly devoted to cane, and on the lighter soils the small millet *kodon* is generally grown mixed with *arhar*, to be followed by wheat in the next year. In the stiff soil of the depressions late rice is grown and covers also about 9 per cent. of the *kharif* area. In the central *bangar* maize is very seldom raised. It may be said that late rice (*jarhan*) is raised wherever a suitable soil can be found. It covers about one-sixth of the normal *kharif* area, but early rice covers well over half. Cane is raised on only about 7 per cent. The lighter soils, as elsewhere, have chiefly *kodon* mixed with *arhar* in one year, followed by wheat or *gojai* in the next. Wherever the nature of the soil permits, early rice is followed by a *rabi* crop, chiefly peas and less frequently linseed or *gojai*: but there is often a rotation of wheat with cane and rice-peas in three successive years. Altogether the spring harvest is mainly peas, followed at no great interval by unmixed wheat, and at a rather larger interval by *gojai*. Linseed and other crops are comparatively unimportant. On the whole about 48 per cent. of the *kharif* area is double-cropped, and the *kharif* area as a whole is somewhat larger than the *rabi*. In the ordinary *bangar* north of the Rapti much the same cropping is followed, but late rice is relatively more common than in the central tract because there is more soil suited for it. In the northern rice-tracts however late rice greatly preponderates and occupies more than half the whole cultivated area, the ridges intervening between the rice depressions being comparatively small. Consequently the *kharif* area far exceeds the *rabi* area, for *jarhan* is seldom followed by a spring crop. Most of the non-*jarhan* land is however twice-cropped in each year, early rice and *kodon* in the autumn being followed by peas and *gojai* in the spring. In the flooded tracts along the Rapti and its affluents the position is quite different. The *rabi* area far exceeds that of the *kharif*, and what *kharif* is sown is three-fourths of it twice-cropped. Early rice and maize are usually attempted, as there is some chance of their coming to maturity before the severe floods come; and late rice is relatively little grown. In the higher parts *kodon* and *arhar* are raised. After the maize and rice, *gojai* and peas are the usual crops, and what land is not sown with autumn crops regularly produces *gojai* or, more rarely, pure wheat. Taking the district as a whole, the main autumn crops are, in order of area in acres, early rice 399,000, late rice 217,000, *kodon* and *arhar* 136,000, maize 73,000, sugarcane 47,000, and the regular *kharif* area is 939,000 acres. In the *rabi* the average total is 782,000, *gojai* 281,000, peas 220,000, wheat 210,000, oilseeds 49,000. Rather less than half the *kharif* area and rather more than one-third of the total cultivated area is regularly double-cropped. As compared with last settlement the main changes have been a small reduction in the late-rice area, and a large increase in early rice, the small millets, maize and sugarcane in the *kharif*, with a large increase of over 100,000 acres in the total area at that harvest. The *rabi* shows a less relative increase of some 40,000 acres, and the total nett cropped area an increase of some 50,000 acres. The twice-cropped area has also increased by over 100,000 acres, the result being reflected chiefly in the increased production of *gojai* and to a less extent of peas. Wheat grown alone shows some increase, say 15,000 acres. Altogether there has been undoubted improvement in the area as well as in the intensity of the cultivation. The *kharif* area is normally some 150,000 acres greater than the *rabi*.

7. The district belongs to the eastern submontane section of the provinces, and is in fact not very far from the lower ranges in Nepal. Over the central *bangar* the average annual rainfall is from 48 to 52½ inches. In the south-west,

closer to the Ghagra, it is rather less than 43, but north of the Rapti as much as 65 inches is usually recorded. What is more important, the rain seldom fails so seriously as to cause disaster. The chief blow that can come upon the district is the early cessation of the rains, when the late rice may be almost a total loss, save in the north of the Bansi tahsil where large irrigation reservoirs are maintained by the local proprietors. The great rice-tracts north of the Rapti in the Domariaganj tahsil are therefore in a sense the most precarious in the district, though they lie in a region of relatively heavy and less capricious rainfall: and villages in the central *bangar* which have an unusual area of late-rice land may also suffer. Other crops are fairly well protected, for fully 80 per cent. of the regular *rabi* area is capable of irrigation from wells, tanks, ponds or streams. In the central *bangar* over 98 per cent. of the *rabi* is irrigated and in the *tarhar* about 86 per cent. The flooded tracts about the Rapti and its affluents naturally require little irrigation owing to the moisture remaining after the floods subside. Even in the trans-Rapti *bangar* about half the *rabi* is irrigated, in spite of the heavier rainfall. It must be admitted however that practically two-thirds of the irrigation is obtained from ponds and streams and that these are liable to fail, or to give out early, in the seasons when water is most required. Nevertheless in the *tarhar* over 52 per cent. and in the central *bangar* 44 per cent. of the *rabi* is irrigated from wells, and the northern tracts often get rain in bad years when the southern do not. Taking the district all round, with its generally adequate rainfall and a considerable and usually ample measure of protection by irrigation, it may be said to be fairly secure. It may be noted that the number of masonry wells has increased from 18,953 to about 39,000 since the last settlement, and 79,000 acres more of *rabi* are irrigated in each year from wells than formerly, while there is only a slight decline, which may be due to accidents of season, in the area watered from miscellaneous sources.

8. In regard to communications the district has been brought into much closer contact with the outside world and its influence since the last settlement. At that period the main line of the Bengal and North-Western Railway had only just been opened through the south of the central *bangar*, and had not had time to impress itself upon local conditions. About the same time the branch line from Gorakhpur to Uska Bazaar just entered the north-east of the district at the latter place: about 1905 it was taken right across the north to link up with Balrampur and Gonda. The northern rice-tracts have therefore been brought into close touch with world-markets. At the last settlement too there was practically only one metalled road in the district, that from Fyzabad through Harraiya, Basti, and Khalilabad to Gorakhpur. Since then the other tahsil headquarters at Bansi and Domariaganj have been connected with Basti by metalled roads, and another *pukka* road runs southwards from Basti to cross the Ghagra opposite Tanda in the Fyzabad district. Khalilabad has similarly been linked with the town of Mehadawal in the east, and there is a feeder road in one of the European estates in the north connecting it with stations on the northern loop-line. Obviously therefore the whole district, and particularly the north, has had great opportunities to make the most of the great rise in prices that has taken place since the last settlement. The south was then already not very greatly removed from the railways, though it was separated by the Ghagra from the Oudh and Rohilkhand system with its stations at Ajodhya, Fyzabad and Tanda.

9. The population is dense, averaging well over one person to the acre. It showed the usual decline in the decade 1901—1911, but nevertheless had increased by some 44,000 in 1911 since 1891 (shortly after the previous settlement). It is extremely dense in the three southern tahsils, where there are 1,000 persons or more to the square mile of cultivated area, as in the south of Gorakhpur. North of the Rapti it is considerably less dense. In the south it might possibly have been denser still but for considerable emigration after the one serious crop failure of 1907.

10. The proprietors include a few large owners, among them some hereditary Rajas and some Europeans who took up jungle-grants in the north-east on the Nepal frontier. There are other zamindars of minor importance, but 63 per cent. of the whole area is held by coparcenary communities. The large estates are commonest in the north, so that in the south communities hold a higher percentage than the average. In the south also the proprietary right is much sub-divided, and the average share of each *pattidar* is calculated by Mr. Clow at about 15 acres. As in Gorakhpur Brahmans and Chattris are the castes most largely represented among the proprietors, Brahmans preponderating, and both castes have generally maintained their position throughout the last settlement. Muhammadans own only about a third as much as the Chattris, and Kayasths are a good way behind them. Vaishya proprietors actually own less than 4 per cent. of the whole area and have gained little. Altogether the proprietary body shows remarkably little change in its gross composition, in spite of transfers of land paying revenue of 4 lakhs (or about one-fifth of the whole revenue of the district) since settlement. It is clear that the proprietors generally have held their own, and that transfers have been generally effected within the brotherhood, the money-lending classes not having been able to intrude to any great extent. The sale-prices also have shown a great rise, particularly in more recent years. The average price in private sales throughout the settlement has been 65 times the land revenue, showing that the State demand is a light proportion of the profits.

11. With so large a body of petty proprietors it is only natural to find a large share of the cultivation in the hands of the owners of the land. More than a third of the area in holdings is actually *sir* or *khidkasht*, the proportion being highest north of the Rapti: and the area of proprietors' cultivation has risen from 3.23 to 4.5 lakhs of acres. Occupancy rights pertain to 58 per cent of the whole area held by tenants, and the area subject to them has increased by 50 per cent. south of the Rapti and by 83 per cent. north of that river. Mr. Clow has given an interesting account of the relations between landholders and tenants which have led to this result, and it may be added that in the south the proportion of occupancy land is much higher than the district average, while in the north, though it has much increased, it is relatively low. The average tenant's holding is very difficult to estimate as Mr. Clow shows at the end of his 12th paragraph, but it may be taken to be very small. On the other hand there are in places tenants with large holdings: but in *pattidari* estates the real holding, though often fairly compact, is commonly split up into artificial fragments each paying rent to a different *pattidar*, and this in turn opens the door to disputes and the playing-off of one *pattidar* against another.

12. The rental system is somewhat varied. Over the great bulk of the area however cash rents at a fixed rate for every *bigha* in the holding, and most often for every *bigha* in the village, are the rule, as in Gorakhpur. In the north however, and particularly in the trans-Rapti portion of the Domariaganj tahsil, a considerable area is held on rents in kind or on a now moribund system of *halbandi*, which implies the division of the village lands into a given number of portions or *hals*, each supposed to be of equal merit and to be capable of management by a tenant with one plough. Each *hal* in the village bears a fixed cash rent, or sometimes pays rent in kind. But practice now departs a good deal from theory, and the pristine uniformity no longer persists.

13. The main difficulty in the assessment has arisen from the great proneness of the zamindars to conceal their real rents. In essentials Basti is exactly similar in this respect to Gorakhpur, though perhaps it is a few degrees less dishonest. In the reviews of the recent Gorakhpur settlement this subject has already been discussed by the Board with some fullness, and it is not necessary to add anything here, except to remark that manipulation of the *bigha* was not often found, the most important instances being discovered in the north, in the neighbourhood of the

worst pargana in Gorakhpur. Deliberate understatement of the rates paid is the commonest method in Basti and it is undoubtedly very prevalent. The practice of charging *nazrana* or premium on admission to a tenancy is also common, particularly in the parganas adjoining Gorakhpur, and it serves further to obscure the real letting-values of non-occupancy land. It should be added that about 1905, again as in Gorakhpur, a determined attempt was made in Basti to secure a more true record of the rents, which were even then known to be seriously understated. Here too the success attained was only partial, though it did result in bringing on to the village papers large sums in excess of the demand previously registered: but there was no formal "revision of records," and the new record, though generally accepted and acted upon, did not raise a legal presumption. In course of time its validity came to be questioned, and its true character had to be acknowledged by the Board in a case arising from Gorakhpur. The decision came to be known in Basti also, and its effect was seen at the regular revision of records which accompanied this settlement. Occupancy tenants in particular, who had for years been shown as due to pay enhanced rents, and who were shown by the record of collections to have in fact paid them, often refused to attest anything more than the old demand which had not been recorded for 10 or 12 years. Apart from this, although the enhanced rents were originally admitted by the zamindars, attempts were made by some of them to avoid the result by recording only the old demand as *collected*, their idea being either to cast doubt upon the record, or to pretend that the increased rent was not really capable of collection.

All these facts made the ascertainment of true rent-rates difficult. Fortunately the Settlement Officer, Mr. Blunt, had been attached to the district in other capacities before he took charge of the settlement, and had become aware not only of the concealment detected at Mr. Hooper's settlement but of the measures taken in 1905 and their results: and besides he had already been convinced that concealment still existed. The Junior Member was also able to inform him of the facts newly discovered in Gorakhpur (where operations had begun a year earlier), so that he was fully prepared to make careful enquiries and not to be taken by surprise.

14. In order to deal adequately with the problems before him and to make fair comparisons between villages in a large tract of uniform character, but containing within themselves varying proportions of the distinct soils of the tract, the Settlement Officer had to devise a new system of soil-classification. Although arrived at independently, the system is in essence the same as that invented by Mr. J. R. Reid and followed by Mr. Crawford in successive settlements of Azamgarh, and adopted by Mr. Stewart at the recent settlement of Gorakhpur. It marks off the essentially single-cropped soils, such as land which ordinarily produces nothing but rice, early or late, or soils which are regularly flooded in the autumn and can produce only a *rabi* crop. The remainder, in fact the bulk, of the land which regularly bears *kharif* and *rabi* crops in the same or alternate years is sub-divided according to quality. This is exactly the plan followed by Mr. Stewart though the soil-classes bear different labels. The villages themselves were grouped in topographical circles according to the prevalence in them of typical soils and conditions. Thus the villages along the Kano in the upland and along the edge of the Ghagra high bank, with sandy soil predominating, were made an assessment circle in each pargana concerned. The regularly flooded villages in the Rapti valley in the Bansi and Khalilabad tahsils were grouped in special circles: so also the great rice tracts of the north. In the Ghagra lowlands (*tarhar*) the best villages with good soil and little precariousness were grouped together; those with more sandy soil formed another circle; those liable to considerable flooding another, and so on. The Settlement Officer was thus enabled to collect and compare information as to values in particular tracts for all the different sorts of soils appearing in them. The old classification of soils had been made, not by the Settlement Officer but by the officers of the Survey of India, and was open to the criticisms recorded in the Board's review of the recent Gorakhpur settlements. It was not in fact used by

Mr. Hooper for the purposes of assessment; there was no time to provide a substitute, and the somewhat rough-and-ready method of valuation at all-round rates was followed. No doubt Mr. Hooper's ability and experience enabled him to form a fair opinion of the average value of a village, but few villages, except the smallest, can be satisfactorily estimated without a clear appreciation at least of the proportions of the different soils in it. This cannot be attained by looking at either the map or the ground, but only by marking the various blocks of soil on the map and totalling the areas. Moreover, it is now under the law the distinct duty of a Settlement Officer to fix occupancy rents if the zamindars so require, and it is obvious that an all-round rate suitable for the village as a whole would often give very unequal and unfair results when applied to individual holdings. From every point of view therefore, a real and practical soil-classification was required at this settlement, and the Junior Member is satisfied that the demarcation actually made was thoroughly suitable to the circumstances of the district.

15. Having demarcated the soils and grouped the villages in appropriate circles, the assessing officers proceeded to analyse the rents, with such information as they were able to collect in respect of concealment and *nazrana*. In the result they were able to conclude with confidence that certain minimum rates were regularly paid by non-occupancy tenants as a body, while occupancy tenants paid on a somewhat lower scale. It may be said broadly that the circle rates for non-occupancy tenants for the different soils represent no more than the minimum that is regularly collected, and that the occupancy rates also represent the minimum rates already paid by occupancy tenants, except the relatively small number whose rents were genuine as recorded and had not been enhanced since the previous settlement. With this exception the present assessment may be confidently described as based upon actual rents estimated at a minimum. Concealment of rents, as in Gorakhpur, has almost certainly resulted in a lower standard being fixed for present purposes than might have been fixed had the true rents been everywhere or even generally disclosed; but the general rejection of fraudulent rents has led to a greater equality of assessment than was attained at Mr. Hooper's settlement, while the zamindars detected in fraud have been penalised generally by an assessment at a higher percentage of the assets than their more honest neighbours. In short, while nobody has been assessed at a higher percentage than the rules of assessment allow (and practically nobody at the full 50 per cent), honest owners have been treated with special leniency. It is to be hoped therefore that the dishonest members of the community will realise that they have at least not gained by their fraud, and will be induced to have true rents recorded in future. With the awakening that has certainly taken place among the tenants, it may be predicted that there will be great trouble in the mere collection of rents where the true legal demand is not recorded.

16. At this stage I am to note that although from the very beginning the Junior Member insisted on the attempt to ascertain what privilege, if any, was enjoyed by special castes, no results were obtained. Had true rents been recorded, there is little doubt that privilege would have been traceable, as it generally is in the east of Oudh and in the eastern districts of the province of Agra. As it was, the most careful analysis of the information obtainable was fruitless. The most that could be established was that in a village owned by Brahmans, for instance, and cultivated chiefly by members of the brotherhood, Brahman tenants, as such, were often treated practically as proprietors, and their rents were estimated as if their holdings were actually *khudkashit*, that is a deduction of 25 per cent. was made from the full valuation. Their rents could not be regarded as privileged in the sense that the privilege would be granted under any proprietor, but rather as favoured on account of kinship with the local landlords.

17. At the last settlement the average recorded rent was for occupancy tenants Rs. 3.8 per acre and for non-occupancy Rs. 3.6. The recorded rents now average Rs. 4.5 for the former class and Rs. 5.1 for the latter, the rise

being some 18 per cent. in the one case and about 42 per cent. in the other ; but the true rents being concealed on both occasions, these figures do not give a true basis of comparison. Some indication of the true rise may however be obtained from the European estates in the north where rents have always been truly recorded : there it has been 46 per cent., moderate enhancements having been imposed generally at intervals of seven years and collections being practically full. Even this rise however is far less both in money and in proportion than has been found at contemporary settlements in western districts ; and as the general increase in the revenue is far less even than this amount, it may be assumed that the new demand will in fact take a very lenient portion of the real assets, and that the occupancy tenants and the cultivating proprietors have got off easily.

18. In actual results the recorded rents (17·14 lakhs) of non occupancy tenants were rejected in favour of a valuation at 18·55 lakhs, the addition being 1·41 lakhs or little more than 8½ per cent. Considering the great prevalence of concealment and the practice (though not universal) of charging *nazrana*, this addition can only be regarded as extremely moderate. The real addition for concealment is however greater, for in a few cases the recorded rents were actually too high for stability and had to be rejected on that account : but in any case probably not more than 1½ lakhs have been added to bring the understated rents up to a minimum reasonable standard. It will be observed that a full valuation at circle rates would have given an all-round incidence of Rs. 5·8 per acre, whereas the accepted figure gives only Rs. 5·3, a further proof of moderation. The recorded occupancy rents are partly adequate, partly understated, and partly (especially in the case of a small proportion of old tenants) inadequate. The net result of the treatment accorded to them is to reject the recorded rent (22·91 lakhs) in favour of a valuation at 25·86 lakhs, the addition being 2·95 lakhs or just about 13 per cent. The accepted figure averages Rs. 5·1 per acre, again slightly below the full valuation at Rs. 5·2. Altogether the tenants' rental, total 40·05 lakhs, has been discarded in favour of valuations at 44·41 lakhs.

19. The owners' cultivation has been valued at occupancy rates with suitable modifications according to the special circumstances of the villages concerned. The valuation of the *sir* at full rates would have given an all-round incidence of Rs. 5·2, exactly the same as for occupancy tenants, but that accepted averages just Rs. 5 per acre. The *khudkasht*, being slightly inferior in general quality, would have been taken at almost exactly Rs. 5, if valued at full rates, but the accepted valuation is Rs. 4·8 only. Similarly, the grain-rented land being inferior and found mainly in somewhat precarious neighbourhoods, might have been valued at an average of Rs. 4, but it is actually taken at Rs. 3·9. The land labelled " rent-free " is in fact partly holdings of which the rent was not attested by the landlords or tenants, being in dispute at the revision of records. It was taken at non-occupancy or occupancy rates according to its actual character. At occupancy rates its full value would have been Rs. 5·1 per acre, but it was actually taken at Rs. 5·0 on the average. All round therefore, considering the character of the rates, the assets have been calculated with great leniency. The average taken for all land in holdings is Rs. 5·2 per acre, while a full valuation would have given Rs. 5·3 and increased the accepted assets by some 1·92 lakhs.

20. In a district with traces of forests still remaining and several large lakes and important rivers, streams and swamps, the miscellaneous income from natural sources is substantial. Most of it comes from *mahu* trees and thatching-grass (*khur*), which is a valuable item both here and in Gorakhpur. Fishing-rights, a certain amount of *sal* forest and *shisham* trees and some fruit trees, chiefly jack-fruit, account for the rest. Having seen every assessment statement, the Junior Member is able to vouch for the great moderation with which the assessable assets were calculated. The total ordinary *sayer* income taken into account is Rs. 83,268. In accordance with established practice, the income from the ferries in the Bansi and Domariaganj tahsils over which the Raja of Bansi has a prescriptive

right, although he is often not the owner of the villages between which the ferries ply, was also treated as *sayar*, the income being taken at Rs. 9,323.

21. On the other hand large deductions had to be made for owners' cultivation and for improvements. Nearly one-sixth of the *sir* is sub-let, and some of the *khudkasht* is really tenants' land and not true owners' cultivation, and some more is accidental and temporary. Excluding such areas the full concession of 25 per cent. was allowed on the remainder, and the total reduction in the assets is 4.67 lakhs, or 21½ per cent. of the total valuation.

22. Improvements for which allowances are permissible consist chiefly of wells, but in part also of important embankments erected either to protect villages from flood or to hold up water for irrigation, or to regulate the supply in the late rice depressions. The local well is cheap and shallow, as may be judged from the fact that the water is universally raised by the lever-and-bucket arrangement known as the *dhenkul*, which cannot work at a much greater depth than 15 feet. There are embankments in several parts of the district, but the important irrigation reservoirs are situated near the Nepal frontier on the streams which enter the Bansī tahsil from the north. The first projects of this kind were executed by the European owners of jungle-grants, and were copied by a wealthy Chattri owner who is their neighbour on the west. Their chief value lies in the security afforded to the late rice-crop, but they also provide water for the secondary *rabi*. Practically all of them however were constructed before the last settlement, and in the European estates were allowed for then and cannot be further taken into consideration. In the Chattri estate no allowance was then made because the Settlement Officer was convinced that the owner had grossly concealed his rents; and while information was not obtainable as to the real rents, it was considered fair to set off the allowance that might otherwise have been given for improvements against the undisclosed portion of the rents. The owner therefore was in this way allowed the benefit of his improvements; but his works also are no longer able to claim allowances. In all cases however there have been comparatively small extensions of the original works, and the proprietors are put to some annual expense in maintenance, though the tenants are expected to contribute their labour for ordinary repairs. Of the capital expenditure 10 per cent. has been deducted from the assets, while the average cash cost of maintenance has been allowed in full. Altogether the substantial sum of Rs. 1,22,043 has been deducted, of which sum about one-fourth is attributable to the major irrigation and protective works in the north, and the rest mainly to wells.

23. With these additions and deductions the nett assessable assets were calculated at 63.21 lakhs, and the gross revenue, including nominal demands on revenue-free mahals sanctioned by the Board and already approved in detail by the Government, is Rs. 27,97,902-2-0 representing rather less than 44½ per cent. of the assets. The total revenue is distributed as follows :—

	Rs.	a.	p.
Payable to Government	26,93,516	12	0
Payable to assignees	38,855	12	0
Nominal on revenue-free mahals	60,529	10	0
Total	27,97,902	2	0

The percentage taken of the assets is low, partly on account of the considerable enhancement, but chiefly because over a large part of the district proprietary rights are much sub-divided, and it is the policy of Government to deal leniently with peasant-proprietors. The enhancement in mahals paying revenue to Government is Rs. 6,99,025-12-0* or 34.96 per cent. Roughly it may be said that the revenue payable to Government has been raised from 20 to 27 lakhs and by 35 per cent., which is almost exactly the result anticipated in the forecast and approved by the Government of India before the assessment was undertaken.

*This figure differs somewhat from that shown in the report, which is inaccurate.

The chief of the assignees of revenue mentioned in the preceding paragraph is the Raja of Bansi. The local proprietors of the villages concerned pay their revenue to these assignees instead of to Government, but the demand has been assessed in exactly the same and on the same principles as in the case of ordinary mahals. Their revenue will be increased by Rs. 12,092 or 45 per cent.

The nominal demand of Rs. 60,529-10-0 has been fixed for revenue-free mahals, in order to facilitate the calculation of local rates only.

Where the enhancement is substantial, its effect has been mitigated under the rules by the postponement of portions of the new demand, which will stand as follows :—

	Payable to Government.			Payable to assignees.		
	Rs.	a.	p.	Rs.	a.	p.
For the first five years	25,70,693	12	0	97,083	12	0
From the sixth year	26,63,613	12	0	38,318	12	0
From the eleventh year	26,93,516	12	0	38,855	12	0

24. The general enhancement is uneven in the various tahsils. In the Harraiya tahsil it amounts to 25 per cent., in Basti and Khalilabad to 35 per cent. in Domariaganj to 37 per cent., and in Bansi to 43 per cent. The relatively small enhancement in Harraiya is due to its earlier development; it lies near the ancient capital of Ajodhya, just across the Ghagra at its western end, and doubtless has maintained its population and cultivation through vicissitudes which have adversely affected more distant parts of the district. Parts of Basti and Khalilabad seem to have reverted to jungle more than once in the unsettled times before the nineteenth century, and their development has been comparatively late. The southern parts of Bansi and Domariaganj are like the uplands of Basti and Khalilabad: the rest of them, north of the Rapti, have been partially reclaimed from forest under British rule, and while the country was filling up rents doubtless remained low. In the north of Bansi in particular the population has much increased, while the whole northern tract in both tahsils has been immensely developed by the opening of the Gorakhpur-Gonda loop line right across it.

25. The incidence of the new revenue on the cultivated acre is about Rs. 2-1, or slightly higher than in Gorakhpur. But the last settlement of Basti gave an incidence of Rs. 1-7 which point is only now attained by Gorakhpur generally. The rise represents an average additional charge of only 6½ annas per acre, and from this point of view the enhancement can only be described as distinctly moderate.

26. The assessed area, including the area in mahals of which the revenue is assigned or which are free of revenue, is 1,321,025 acres, nearly 16,000 acres less than the area in holdings and 700 or 800 acres less than the average area in holdings for 12 years past. It includes only 19,000 acres of uncultivated land, while some 15,000 acres have been excluded entirely. Care has been taken throughout to assess only on the area which can be regarded as regularly paying rent, or in the case of assumption areas, as regularly cultivated. Thus about 4,200 acres have been excluded from non-occupancy holdings, 3,400 from occupancy, 3,500 from *sir*, 2,200 from *khudkash*, 1,250 from grain-rented land, and 1,300 from rent-free areas. There is no doubt that the assessment is based on a thoroughly safe area. It may be taken that about 76,000 acres more have been assessed than at the last settlement, and that the portion of the revenue due to this increase is about 1-29 lakhs at Re. 1-7 per acre. (The newer land is naturally not so valuable as the average.) This leaves about 5-71 lakhs as the increase on the old assessed area, or some 28½ per cent.

27. The dense population and the great sub-division of proprietary and cultivating right in the district all tend to complications, and in some degree to inefficiency. On the other hand the high proportion (72 per cent.) of the area held by proprietors and occupancy tenants is an element of strength. These persons are permanent residents, and the proprietors are in no way troubled with possible variations in the

demand during the whole term of the settlement, while the occupancy tenants, if only they have the backbone to resist encroachments on their legal rights, cannot be evicted at pleasure or have their rents arbitrarily enhanced. But the very existence of occupancy right on a large scale, notably in the south, without doubt leads to friction between owners and tenants, which must tend to disturb the even course of agricultural progress and prosperity. On the whole however the district shows a distinct advance. Its communications have been vastly improved; its agricultural security has been increased by the sinking of numerous new wells; its cultivated area shows a considerable extension, while more intensive cropping is clearly the fashion. Rents on the other hand have not advanced to the pitch found in many districts, or so rapidly, and may be described as still easy; and the assessment has been based on actual rents so far as they could be estimated without any attempt to force them up to a preconceived standard. The recorded rents too are none of them of later date than 1324 *fisli* (1916-17 A. D.), and cannot possibly have reflected the later great rise due to the war. It is extremely probable that some of the rise observed in the last year or two will prove to be permanent, and in that case it will be all to the good for the peasant-proprietors and the occupancy tenants, who will have to devote a smaller portion of their crops to the payment of their revenue or rent. The non-occupancy tenants will doubtless be pressed to pay higher rents, and they unfortunately are largely at the mercy of their landlords. Still the new revenue, although it involves a considerable enhancement, should be easily payable. It is as light as it can be made without a violent departure from sanctioned principles.

28. The Board now recommend that the settlement be confirmed at the figures given in the preceding paragraphs. The term for which it should be current has already been considered by the Government and the following dates have been fixed:—

Tahsil.	Pargana.	From—	To—	Expiring on 30th June.	Total term.
Hatraiya ..	Amoria .. Nagar West .. Basti West ..	1327 <i>fisli</i>	1354 <i>fisli</i>	1947	28 years
Basti ..	Basti East .. Nagar .. Mahul West ..				
Basti ..	Maghar West .. Maghar East .. Mahul East ..				
Khalilabad ..	Maghar West .. Maghar East .. Mahul East ..	1327 ..	1355 ..	1948	29 ..
Domaniganj ..	Rasulpur .. Bansi West ..	1327 ..	1356 ..	1949	30 ..
Bansi ..	Bansi East .. Binakpur ..				

Doubtless the decision will be published with the orders confirming the settlement, which will presumably except changes made by the Commissioner or the Board in regular appeal.

29. The settlement was accompanied by a revision of records, of which interesting details are given by Mr. Clow. It is to be feared that the new record, though a vast improvement on the old, will not have that finality which is desirable, but it will at least give the courts a legal presumption to start upon, and where disputes have been raised, will be final. For reasons already explained in connection with the Gorakhpur settlements the people and the law are largely to blame for the absence of finality, but in Basti the land-records staff which had to be utilised was also in a large degree inefficient, and this made the task of revision more difficult. The brunt of the work fell upon several deputy collectors who were posted to the district from time to time as Assistant Record Officers, and who for the most part discharged their duties in a manner which left nothing to be desired.

30. The total cost of the operations is reported at just about 4½ lakhs, of which a slightly larger share is assignable to the revision of records than to work connected with the assessment proper. The account was closed before all expenditure had been incurred, but the total will be only a few thousands more. Strict economy was practised throughout.

31. The major part of the credit for a successful settlement is due to Mr. Blunt, who undertook the duty with no previous experience of the kind, but whose ability and thoroughness soon enabled him to grasp the essentials of a Settlement Officer's duties. A short experience gave him a grasp of details also, and led him at an early stage to devise the soil-classification, which has proved eminently suitable to the conditions of the district, to detect concealment of rents by patient enquiry, to seize upon the peculiarities of villages and tracts, and finally to make a fair assessment within the limits laid down. His work was in every way admirable. Mr. G. M. Harper, who worked with him for two years, also showed great industry and ability, though he was not so quick to acquire the necessary special knowledge or to apply Mr. Blunt's methods. Mr. Vivian was Assistant Settlement Officer for one year only before proceeding on military duty in the Indian Army Reserve of Officers. He showed great aptitude and grasp of his subject and the work he did was excellent. Mr. Vivian was succeeded by Mr. Clow, a young officer who had only three years' service when he took up the duty, but proved extremely apt and quick to learn. He had some advantage in having been stationed at Basti, thereby learning something of the district before his appointment; but his inspection and assessment work was still surprisingly excellent for one with so little general experience. When Messrs. Blunt and Harper were both called away to other duties, the burden of winding up the settlement was cast upon him, but he proved fully equal to the responsibility and finally wrote the excellent report which is now submitted.

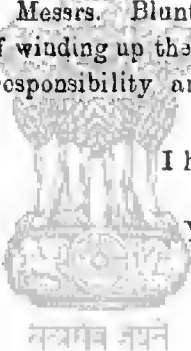
I have the honour to be,

SIR,

Your most obedient servant,

E. A. PHELPS,

Secretary.



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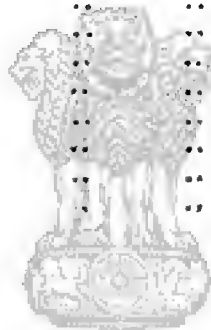
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सत्यमेव जयते

Final Settlement report of the Basti district, 1915-19.

CHAPTER I—DESCRIPTIVE.

1. Basti is a submontane district in the east of the province of Agra. It is bounded on the north by Nepal, on the east by the Gorakhpur district, on the south by the river Ghagra, the opposite bank of which lies in Fyzabad district, and on the west by the Gonda district. As will be seen from the map attached to this report, the district is in shape an irregular trapezium. The total area is 2,808 sq. miles and the population in 1911 was 1,830,421, so that in population the district ranks second in the United Provinces.

Introductory.

There are, however, only five tahsils. The southern part of the district is divided into three, Haraiya, Basti and Khalilabad, and the northern part into two, Domariaganj and Bansi. These have no reference to the natural divisions and little reference to the old parganas, most of which are divided between two tahsils. The parganas are further sub-divided into *tappas* of most unequal size; the chief value of the *tappas* is that they provide the only means of distinguishing the scores of villages with the same name.

2. The district lies entirely within the plains and has a fairly uniform slope from west-north-west to east-south-east, the directions of the Nepal and Ghagra boundaries. The two big lines of division run in the same direction. The first, which may be called the Rapti line, follows the course of the Rapti to Bansi and thence the course of the Purani Rapti to near the Gorakhpur boundary where it bends south to take in the well-known Bakhira Tal and the adjoining low lands. The second is known as the old high bank and represents an old bank of the Ghagra, the most prominent and the farthest north of the recognizable old banks. This follows, roughly, the course of the Manwar, a tributary of the Kuano, and afterwards of the Kuano itself. In a few places it recedes a little north of these rivers, but it generally coincides with their northern bank, and never comes south. It is thus about ten miles from the present high bank of the river.

Natural divisions.

The land lying between these two lines is known as the *uparhar* and is a level and fairly uniform plateau. The lower land to the south of the high bank is the *tarhar* and the land to the north of the Rapti line for lack of a better name must be called the trans-Rapti tract. The high bank is little more than a geographical boundary; the Rapti line is much more than a physical division and conditions north of it are very different from conditions south of it. The comparative areas in square miles in each tahsil are as follows:—

Tahsil.	Tarhar.	Uparhar.	Trans-Rapti tract.	Total.
Haraiya	246	262	..	508
Basti	140	302	..	442
Khalilabad	137	363	59	559
Domariaganj .. .. .	..	197	390	587
Bansi .. .. .	..	147	406	553
Total	532	1,361	915	2,808

The whole district is best described with reference to its rivers. The *uparhar* is old land in which the rivers are no longer making appreciable changes and have become mere drains. The *tarhar* is land which is or was till recently under the direct action of the Ghagra. The trans-Rapti tract is land in the making, traversed by numerous rivers and streams which are continually bringing down silt from the hills and which frequently change their courses.

3. The chief *uparhar* streams are the Ami with its tributary the Barar, the Katnehia and its tributary the Garehia, and the Kuano and its tributary the Rawai.

The uparhar.

With the exception of the Kuano none of these rises outside the district. The Ami in its upper course has a small channel flowing through a clay plain which contains a fair amount of *usar*—an unusual feature in this district. After it meets the Barar it develops a wide bed and high sandy banks. The explanation is that the Barar is an old course of the Rapti. It still receives the Rapti floods and the soil along the lower Ami though for the most part sandy and unproductive has traces of the fertile Rapti *bhat* in places.

The Katneha is a natural drain of one of the best parts of the *uparhar* and nothing more. The Garehia has sandy banks though it flows through a plain of stiff soil, and Mr. Hooper suggested that it too was an old Rapti channel. It must be a very old one; even the sandy banks disappear after it meets the Katneha.

The Kuano has passed from Bhuraich district across Gonda before it enters Basti. It is characterized everywhere in the *uparhar* by high sandy banks which were formerly covered by forests and which still have patches of *jamua* or *mahua* forest at frequent intervals. It passes the civil station of Basti and enters the *tarhar* a few miles further down.

The *uparhar* can be described as a fertile and level plain. The soil is generally good loam. The hollows have a clay soil which is usually little less productive. Areas of lighter soil mark the course of the lower Ami and the Kuano and the edge of the *uparhar* both in the north-west where it overlooks the Bikhira Tal depression and in the south where it lies along the old high bank. The latter edge forms a continuous belt of varying depth with a very sandy soil. It has little of the fertility of the rest of the *uparhar* and Mr. Hooper classed it as a distinct tract. To the north of the *uparhar* there is no such edge, the tract ending abruptly at the Rapti line. The whole area is dotted with small shallow *jhils*; few of them retain water throughout the year, but they are valuable sources of irrigation.

The *tarhar*.

4. The *tarhar* is a glorified *khadir*. Its southern strip consists of the Ghagra *manjha* which is the area regularly flooded by the river directly. This is a belt of land which, including the river bed, is about five miles broad and cut by the constantly changing channels. The upper stratum is a damp and fertile silt; the substratum is sand. Consequently the slightest change in the course of the river may sweep away a large area, for the lower soil has no resisting power and the firmer upper crust is undermined. Changes are frequent and a new channel (*sota*) appears at intervals. Since last settlement two notable channels have been formed. One, the Charkaila *sota*, cut off in 130 F. an area about eight miles long and over two miles broad, severely damaging it in the process: the second, known as the new Maldaha, cut its way from the Ghagra to the Kuano, so that the Kuano for most of its course though the *tarhar* is little better than an arm of the Ghagra and almost as mischievous. The rivers were at an earlier stage united by the old Maldaha, which has since silted up. The other important *tarhar* stream is the Manwar, which rises in Gonda district and flows under the old high bank for much of its course. It traverses the best parts of the *tarhar* and reaches the Kuano a few miles before they meet the Maldaha. Between the old high bank and the Ghagra there are countless *nalas*, representing old courses. Many are reduced to strings of *tals* and all assist in spreading the flood during the rains. The soil is everywhere retentive and fertile, and, as a rule, improves with the distance from the Ghagra.

The surface is consequently uneven and the soil shows little uniformity. The *manjha* is a uniform tract, but in the rest of the *tarhar* sandy patches and clay frequently occur in the same village and in places every village differs from its neighbour. *Tals* are numerous and are naturally deeper than in the *uparhar*: the largest is Chando Tal, a deep depression a few miles south of Basti.

The trans-Rapti tract.

5. This is the most heterogeneous of the three divisions. The *uparhar* is fairly uniform; the *tarhar*, though its soils differ, is unmistakably of one type, but the trans-Rapti tract includes several very different areas. As in the rest of the district, there is a general slope from the east-north-east, but there is also a slope from the hills. The latter is slight, but its effect is enhanced by the greater impetus of the bill

streams which continue their course at right angles to the general slope of the district for some distance. There are thus two river systems entering at right angles and all the rivers naturally converge in the diagonal trough where the planes intersect. Of the four large rivers, two, the Rapti and the Burhi Rapti, come from the west and two, the Banganga and the Kunhra, from the north. The great trough which may be called the *bhat* belt begins where the Banganga approaches the Burhi Rapti. They form the Bilar which finds its way to the Kunhra almost exactly where the Kunhra joins the Rapti, and indeed the waters of every river of the trans-Rapti tract pass through this point. The belt continues south-east through Bakhira Tal and the adjoining *kachhar* and so passes out of the district.

Bhat is the local name for the recent alluvial soil formed by the silt which is deposited in large quantities by the Rapti and all its larger tributaries. This continuous deposit of silt has important effects:—

- (i) The banks of the rivers are continually being raised above the surrounding country. This interferes with the drainage as only a most powerful river can force its way through the banks. The Rapti has not a single tributary in the district till the Kunhra, reinforced by the Burhi Rapti, the Banganga and all the other hill streams, forces its way into it. The tracts behind the river banks are consequently subject to serious flooding, and there are large *kachhar* areas.
- (ii) The rivers constantly change their courses. The Barar-Ami is an old Rapti channel; so is the Rapti line in Khalilabad including the great Badhanabh Tal (better known as Bakhira Tal). The Burhi Rapti is another and the Purani Rapti was deserted as late as 1855. And though the Rapti has made only minor changes since last settlement, it would be rash to prophesy that it will maintain its present course much longer. In particular the basin between the Rapti and Burhi Rapti appears to invite an irruption.

The Banganga originally met the Burhi Rapti some 10 miles from the frontier. Before last settlement it deserted this course for a channel running parallel to the Burhi Rapti and meeting it at a spot 15 miles away. Within the last few years it has cut a new channel close to the original one. Similarly, the combined river prior to last settlement flowed direct to the Rapti. It then broke into a small stream, the Bilar, which joined the Rapti further east. It still flows in the Bilar channel, but that river has deserted the Rapti and flows into the Kunhra. A secondary consequence of these changes has been the filling up of *tals* and hollows to such an extent that many *tals* survive only in the names of villages.

The *bhat* belt with its continuations up the Burhi Rapti and Banganga divides the rest of the country into three portions. The rivers are continually bringing down silt and they converge to one knot. Consequently above this knot (i.e., to north and west of it) there is a belt of high land, divided in two by the narrow trough which the rivers keep open. Of these two tracts, which may be called *bangar*, one occupies the narrower eastern end of the Rapti-Burhi Rapti *dorb* and the other occupies the south end of the Banganga-Kunhra triangle. North and west of these masses lie two great *dobars* in which late rice, which in the rest of the district is generally confined to small depressions, is the dominant crop. The drainage of these cannot find its way to the larger rivers and they are drained by smaller tributaries through the *bangar*. Thus the rice lands to the west of the Domariaganj tahsil are drained by three tributaries of the Burhi Rapti—the Sikri, Parasi and Akrari. And the rice lands to the north of Bansi tahsil are drained by the tributaries of the Kunhra, of which the Gungghri, the Talar and the Januwar and its tributary the Mahsai are the most important.

There remains a third rice area which occupies the land north of the Burhi Rapti and west of the Banganga. This differs from the others in that it is in a state of constant change under the influence of the numerous hill streams. It is more strictly *terai* than any other part of the district.

Characteristic soils
of the trans-
Rapti tract.

6. The Rapti *bhat* is the most fertile soil in the district and at its best it is capable of producing a crop of wheat and a crop of rice in the same year, both without irrigation. The Banganga *bhat* is almost as productive. The Barhi Rapti, which is not a hill stream but a channel connecting a number of hill streams, deposits a coarser silt which is less fertile. Lower down the *bhat* belt the *kachhar* areas gradually lose their *bhat* character until in the lowlands round Bakhira Tal the soil is an unyielding clay with little of the *bhat* fertility. *Bhat* if not regularly flooded tends to lose its distinctive character and develops into ordinary good loam. *Bhat* is found also in the upper bays of the Rapti, and there is a little *bhat* on the upper reaches of the Kunhra.

The uplands or *bangar* resemble the *uparhar*. These tracts are, however, more cut by rivers. They are consequently less level and in the upper land the soil is generally lighter than the average *uparhar* soil, while lowlying rice areas are more frequent. There is no such sharp change from the *bangar* to the rice lands as there is, for example, from the *bhat* to the *bangar*, but the tracts where late rice is the dominant crop covering from 50 to 70 per cent. of the cultivated area are fairly well marked and are shown on the accompanying map. The western belt is the most precarious and backward tract in the district. The land is all more or less lowlying and is dotted with numerous *tals* of which Leond Tal and Inawar Tal are the largest. The soil is quite fertile as a rule and in a year of good rainfall the tract is very productive, but it is generally the first area to feel the pinch of scarcity. The tract to the north of Bansi is very different. It has a more retentive soil and a comparatively large area is protected by canal systems. Towards the south-east it degenerates into poor flooded country, but the better parts are as valuable as any land in the district. The third, or *tarai* belt, is a treeless tract, cut by streams, and sandy belts alternate with the rice lands which are generally imperfectly drained. The soil has suggestions of *bhat* in its power of retaining moisture.

Climate and rainfall.

7. The district has a reputation of being very unhealthy, which is not deserved. The climate is singularly equable: the temperature seldom rises much above 100° at any time and frost is almost unknown. The *tarhar* and the trans-Rapti tract are naturally less healthy than the *uparhar*. Towards the Nepal frontier malaria is abundant and plague is endemic in most parts, but accounts for only a small fraction of the mortality. And the atmosphere, though moister than in the provinces generally, is not, except in a few tracts, unhealthily damp. The poor physique of the people in parts (especially the north) of the district is due as much to the small amount of labour required for subsistence as to any other cause.

Rainfall registers are maintained at the tahsil headquarters by Government and at Birdpur, a few miles from the Nepal frontier, by the manager of the estate. Details of the average total and seasonal distribution are given in appendix XIV.

The average rainfall probably varies from 40 inches on the Ghagra to 70 on the frontier. The seasonal distribution varies little. Rainfall is seldom absent from more than one of the first four months of the year and there is almost invariably rain in May everywhere. The monsoon sets in in June as a rule and continues till September. In good years there is a heavy fall in October (the *hathia*), but this is the most uncertain feature of the rainfall and fails rather oftener than it comes. The rainfall never falls below 20 inches in the south of the district or below 30 in the north, so that it is very much more reliable than in the provinces generally. It is perhaps worth noting, in view of the widespread popular belief that the rains of this generation are much poorer than those of days gone by, that the average rainfall for the last 30 years shows a general increase of about three inches over the mean rainfall as calculated at last settlement.

Communications.

8. Communications have been revolutionized since last settlement. The only metalled road then was the main Gorakhpur-Fyzabad road passing through the headquarters of the three southern tahsils. The Gorakhpur-Gonda railway through

Khalilabad and Basti was opened for traffic during the currency of the operations of last settlement, and also the branch line connecting Uska with Gorakhpur. In 1905 this branch was carried right across the north of the district which it now connects with both Gorakhpur and Gonda (though not with Basti), and the Gonda-Lakarmandi Ghat branch lies just outside the south-west corner of the district. All these railways belong to the Bengal and North-Western system and are unfortunately small gauge.

Metalled roads, each over 30 miles long, now connect the district headquarters with Bansi and Domariaganj. Khalilabad is connected by a metalled road with Mehdawal. An isolated metalled road connects Birdpur with Naugarh and Uska stations on the northern railway. A short road runs south-east from Basti to Mahson (about seven miles) and the latest improvement, made since this settlement opened, is the metalled road to Kalwari and the ferry across the Ghagra to Tanda in Fyzabad district.

Second class roads are numerous, but few of them can be kept open in the rains and the river belt (the *bhat* belt) in the north of the district forms an obstacle with which engineers have not attempted to cope, and which effectively cuts off a large area from the rest of the district for many months of the year. Communication with this part in the rains depends chiefly on Gorakhpur and bridges north of the Rapti are very few. The Rapti is unbridged throughout the district; so is the Burhi Rapti, and the Banganga is crossed only by the railway bridge. The Basti-Mehdawal road is perhaps the best of the unmetalled roads.

The *uparhar* and *tarhar* may be described as fairly well served. The trans-Rapti tract is badly served, but the introduction of the railway here has made a bigger change, probably, than all the other improvements have made in the rest of the district.

9. There are few districts in the province so purely agricultural as Basti. At last census 89 per cent. of the population were classed as engaged in pasture and agriculture, and of the remainder the bulk are ordinary village servants or shopkeepers. Industries, beyond the universal industries of the potter and other village servants, scarcely exist. Fishing is of course an important occupation in a district with so many rivers and *jhils*. Weaving of a coarse kind employs a number of persons. Dyeing, sugar-refining, and the extraction of saltpetre are carried on in a very small way. The introduction of a sugar factory would be a big benefit.

Industries, towns
and villages.

There are no municipalities and only two town areas. Basti, the capital of the district, consists of a series of barely connected bazars and villages: the present area had a scattered population of 17,000 in 1911. Mehdawal, the other town, lies near Bakhira Tal and has a population of 10,000. Bansi-Narkatha is a more important place and has a rather larger population. Bazars have sprung up at most of the railway stations: those on the northern railway have become centres for the Nepal trade in rice and other commodities, at the expense of the older bazars such as Mehdawal and Biskohar. Other bazars are small local affairs.

10. Practically the whole population lives in small villages: the total number of mauzas is over 7,600. Village sites are not compact masses of buildings, but are open and well treed. The houses are all thatched or tiled: flat roofs are unknown. In the Ghagra *manjha* where villages have a habit of falling into the river many of the houses are of wicker-work: elsewhere they are of mud or bricks.

The people.

The appended table shows the variations in population and density since last settlement: for the non-census years the estimates are naturally rough:—

Year.	1898	1891.	1901.	1911.	1918.
Population, 000 omitted ..	1,739	1,786	1,846	1,830	1,876
Density per square mile ..	621	637	659	653	670

The 1901-11 decade showed a sharp check in the steady rise of population, due to emigration which received a big stimulus from the 1907 famine. Bansī alone showed an increase during the decade; the introduction of the railway combined with the steady increase in culturable land to counteract the causes which prevented an increase elsewhere. Domariaganj, which was hit more severely than any other tahsil by the famine, and Basti showed large decreases: Huraiya and Khalilabad remained stationary.

The density exceeds the average figure over the whole of the south-east of the district including Khalilabad tahsil and most of Basti, where the density is close on 730: in Domariaganj tahsil the density is only 533, and the north of this tahsil is comparatively thinly populated. This is one of the poorer parts of the district, and pressure on the soil is scarcely less intense here than in the more densely populated areas.

Proprietors.

11. Proprietary rights, classified according to the castes owning them and to the nature of the tenure, are tabulated in appendices IX and VIII. The caste distribution at last settlement is also shown. Musalmans have gained a large area at the expense of Kayasthas, and Vaishes have gained from Europeans (chiefly owing to the transfer of one estate). Otherwise changes are small and Brahmans and Chhattris maintain their dominant position. The miscellaneous properties are owned almost entirely by them, so that together these two castes hold two-thirds of the land. Other Hindus include a multitude of castes and go down to Pasis and Chamars. Musalmans are strongest in Khalilabad and in Domariaganj where they were settled for political reasons by the Nawabs of Oudh. Bhuiyars are found chiefly in the north of Khalilabad and the corresponding parts of Bansī. There is only one European estate outside Bansī. Otherwise there are no peculiarities of distribution. Having regard to the large area transferred by sales (see paragraph 18) the changes in distribution are trifling. Nearly every well-to-do zamindar is a money-lender, lending to his *pattidars* (and to his tenants): this in fact forms one of the few and altogether inadequate checks on the indefinite sub-division of *khwats* that is going on apace. This continuous sub-division which extends to every form of agricultural activity is well marked by a comparison of the statement of proprietary tenures with that of last settlement, when the number of mahals exceeded the number of villages by only 51: the difference is now 4,980. The decade following last settlement saw an orgy of partition in which hundreds of minute mahals were formed. Quite a number of mahals are only an acre in extent and several villages of less than 300 acres have 15 or 16 mahals. Now that the formation of small mahals has been stopped, perfect partition has almost ceased, but imperfect partition renders the sub-division more minute year by year. And as no partition is considered fair unless each co-sharer gets his rateable share of every soil in every tenure the sub-division is carried on through the *khatauni* and the *khassra* as well. So that while the *khwats*, which frequently contain sub-divisions of less than a millionth part, grow steadily more complex, the plots and holdings grow steadily smaller. And the creation of *arazis* by the sale of specific plots, which virtually defeats the restrictions on partition, has an increasing popularity.

The percentages held in the chief tenures are :—

Single <i>zamindari</i>	..	..	..	11
Joint ..	..	..	..	21
Perfect <i>pattidari</i>	..	..	..	27
Imperfect ..	..	..	..	36

But even these figures do not do justice to the prevalence of small *pattidari* throughout the main part of the district. The trans-Rapti tract includes little more than 25 per cent. of the *pattidari* land, but it has 40 per cent. of the *zamindari*. In the *uparhar* and *tarhar* there is considerably more than twice as much *pattidari* as *zamindari*.

Except for some important properties owned by Gorakhpur money-lenders, most of the district is held by men living in it. Most of the chief zamindars are

Chattris, who include the Rajas of Bansi, Mahson and Basti. The Bansi estate is by far the largest in the district and has just passed to a minor. This comprises over 100,000 acres and includes a number of revenue-free villages, while the revenue of a considerable area is paid by under-proprietors and assigned to the estate.

Next to this comes the Birdpur estate, one of a group of estates which were originally grants given to, and are still with one exception owned by, Europeans and which form a compact flock in the north-east of the Bansi tahsil. The only other proprietors assessed to more than Rs. 25,000 revenue, are the Raja of Mahson and Rai Shohrat Singh Bahadur of Shohratganj.

There are no large Brahmin zamindars, but fairly large if scattered properties are owned by groups of Brahmin co-sharers and the bulk of the small *putidars* are Brahmins; the Kayasths and Bhuiyars are for the most part small *putidars* too. There are no large Musalman estates.

The number of men owning property in the district may be put at 80,000, of whom 75,000 are small *putidars*. About one man in five is a proprietor and the average area held by a *putidar* is about 15 acres.

12. The increasing sub-division is further reflected in the table showing cultivating tenures (appendix IV). The number of *khata*s has increased from 800,000 at last settlement to a million and a quarter at this.

Cultivators

As in each pargana different castes were selected as leading castes, I cannot give details of the area held by every caste. 36 per cent. of the land is cultivated by high-caste Hindus (Brahmans alone cultivate, 22 per cent.), 47 per cent. is cultivated by other Hindus and 17 per cent. by Musalmans. The land cultivated by high-caste Hindus is largely owners' cultivation; what remains is almost exclusively ex-proprietary or occupancy land. Non-occupancy high-caste tenants are naturally rare, and high-caste tenants of any kind are unpopular. Musalmans hold a large occupancy area and are generally much too independent to suit the average Basti zamindar.

Kurmis, Ahirs and Chamars cultivate the bulk of the remaining land and Chamars do most of the actual cultivation of the proprietary holdings. Most of the enterprising cultivators are Kurmis; the Ahir is much less industrious and both he and the Chamar have too seldom any security of tenure. Muraos do most of the garden cultivation; Mullahs, who have a close season at the time, hold most of the *zaid*-cropped land. Others perhaps worth mentioning as unusually well represented are Kewats, Telis and Barais. The last-named do not confine themselves to *pan* gardens, though these are frequent, but prove efficient cultivators.

The average area held by each tenant is small. An accurate estimate is not easy. Figures obtained by dividing the area by the number of *khatauni* entries give an area of 1.45 acres for each resident tenant and .91 for each absentee tenant. There are very few tenants who are purely absentee tenants; dividing the total tenants' area by the number of resident tenants gives an average area of 1.82 acres. The average in the trans-Rapti tract is 3.02 acres and in the rest of the district 1.54 acres. These figures are not accurate measures of the average tenant's area as numbers of tenants appear more than once in the *khatauni*, and pressure on the land is better expressed by stating that there are about 800 agriculturists dependent on every cultivated square mile: in the trans-Rapti tract there are about 500 agriculturists to the cultivated square mile: in the rest of the district the figure is close on 1,000. This intense pressure on the land is now the salient feature of agricultural conditions in Basti.

CHAPTER II—FISCAL HISTORY.

13. The district forms part of a large area ceded by the Nawab Wazir of Oudh in 1801, and was cut out of the Gorakhpur district in 1865. The ruins of ancient towns which are dotted over the whole district speak of a past prosperity, and

Early history.

the district has probably relapsed into forest more than once since then. In the time of Akbar only an eighth of the district was cultivated. During the succeeding century and a half the local rajas became virtually independent and their constant wars prevented any progress. Towards the close of the eighteenth century the Oudh Government obtained fairly complete control and the extortions of officials and exorbitant taxation drove large numbers of the people away and reduced the district almost to desolation. Except in the Amorha pargana, which has always been the most advanced part of the district, cultivation languished and a large area again lapsed into forests.

The earlier settlements.

14. Appendix II shows the demand at successive settlements. The first four settlements were made for short terms with the rajas and large proprietors who farmed out the land in turn to under-proprietors. But a large area was always recorded as waste or as *muafi*. It was during the currency of the fourth settlement that large forest areas were offered as grants on easy terms, a policy which was responsible for the re-population of considerable tracts, and, ultimately, for a big increase in revenue.

The fifth settlement in 1838-39 marked a big advance. This, made under Regulation IX of 1833, was the first regular settlement. It was accompanied by a professional survey. The number of villages recorded as waste was largely reduced, and many villages fraudulently recorded as *muafi* were assessed to revenue. The settlement was made with the under-proprietors, the over-proprietors being assigned *malikana* or other rights. Cultivation had made rapid strides, and the result of the settlement, in which the State's share was two-thirds of the assets, was that the revenue was more than doubled. This settlement was for 20 years and expired in 1859.

The sixth settlement was naturally delayed by the Mutiny. Proposals were framed during 1861-65 but were not sanctioned till 1873, when the settlement was accepted for 30 years from the time when the old settlement expired (1859). Large estates had been confiscated during the currency of operations.

Three Settlement Officers were employed and each adopted a different method. Mr. Wilson, who assessed Maghar and Mahuli, based his assessments on the *patwaris'* rent-rolls, which were carefully corrected. He employed no rates at all. Mr. White, who assessed Amorha, Nagar and Basti, worked exclusively on rates applied to conventional soils. Mr. Le Poer Wynne worked with all-round *tappa* rates as a basis, but he checked and corrected the results by personal inspection of every village, by consultation with zamindars, and by differential crop rates. All three officers were guided and limited by an estimate framed beforehand by the Board. The demand was reduced to half the assets, and the settlement must have been a light one, as it gave no difficulty in collection, although, as Mr. Hooper noted, the distribution of the pressure was by no means even. The combined result was an increase of one-third on the previous demand. This settlement expired on the 30th June, 1889.

The seventh settlement.

15. The seventh settlement was carried out by Mr. J. Hooper, assisted by Mr. (afterwards Sir) Duncan Baillie, and occupied the years 1883-89. It was accompanied by a professional survey whose accurate maps have been the best part of the Basti records for a generation. The classification of the soil was also left to the survey and here they were less successful. The village was divided into the conventional soils of *goind*, *miyana* and *palo*, and also into natural soils: *doras*, *matiyar*, *balua* (or *bhur*), *bhat* and *kachhar*. The division into conventional soils lacked elasticity: except in uninhabited villages it gave too nearly the same proportion of each soil in every village, good or bad. And the division into natural soils, though it is given a kindly word in the report, was generally ignored in assessment and occasionally described as "quite unintelligible." The Settlement Officer was confronted by what has been a big difficulty at this settlement—the almost entire absence of field rents. All-round rates were easily deduced from the prevailing rates, but the differentiation required to give rates on the different soil

classes was only effected with difficulty, villages as a whole being treated as equivalent to *pilo* or to *niyana* to extract a rate.

In Haraiya tahsil, where inspection started, topographical circles were formed, but as the soil classification did not bring out sufficient difference between a good village and a bad one, this method was not continued, and in the rest of the district circles meant little more than lists of villages giving the same all-round incidence of rents. Each pargana, roughly, was treated as a tract, but the rates for one circle in one pargana naturally differed little, if at all, from those of the corresponding circle in another pargana, so that the general effect was to divide the whole of the remainder of the district into circles which were determined purely by rent incidences and which had no separate regard either to the quality of the village or to its type.

The adherence to rent incidences went further than this, for in assessment rates were seldom used. A village was carefully inspected and compared with the surrounding villages. When the rental had to be examined it could not be compared with a valuation at circle rates, for the two necessarily corresponded; what was done, therefore, was to compare the all-round incidence of the rental with that of adjoining villages. This determined whether the rental was on the high side or the low side; the rental was then accepted, the *sir* and *khudkasht* valued at the incidence it gave, and the percentage to be taken was the factor relied on to give a fair *jama*. If the rental was extremely high, the percentage went down to 45, and frequently below that; if it was very low, 55 per cent. was taken.

It was evident from the first that there would be a huge enhancement and rent-rolls were seldom rejected, as they could nearly always be made to give a good increase in the demand. Provided a fair enhancement was possible, the fact that a rent-roll was known to be fraudulent did not involve its rejection. As Mr. Hooper says:—"In the north of the district, besides those villages the rents of which have been rejected for fraud, there are a good many in which there has been a certain percentage of concealment;" and it was only in the case of glaring and wholesale concealment or gross rack-renting that a rent-roll was rejected. In such a case, the village was assessed as often on the all-round incidence of a neighbouring village as by circle rates.

The revenue assessed was only 45 per cent. of the corrected rent-roll of the district, but it gave an all-round enhancement of 46 per cent., of which 3 per cent. was attributable to the assessment of time-expired grants.

16. The settlement, though it gave such a large enhancement, was light from the first. As the Board noted in reviewing it:—"No question can arise as to the respect paid by the assessment to the interest of the landholders. If any question can arise, it is as regards the interests of the State." The settlement, as might have been expected, has worked smoothly throughout, and the only difficulty in collection has been due to the enormous number of co-sharers, each of whom insists on paying his own revenue into the tahsil. Collectors seldom comment on the collections. About 600 warrants are issued in a normal year, but within the last two years a change of policy as regards habitual defaulters has increased the number very largely. The proportion of persons actually detained is small and indeed the warrants are frequently not executed. Sales of movable property have averaged seven in recent years. Not a single share has been sold during the currency of the settlement, nor has any part of the settlement been annulled. Payment of revenue by money-order has a steadily increasing popularity and about a third of the demand is now paid in this way.

Working of settlement.

17. On only three occasions during the currency of the settlement were suspensions and remissions of revenue necessary on anything but the most trivial scale. In 1896-97 about half a lakh was suspended, the amount remitted being trifling. In 1907-8 about half a lakh was suspended and just over a lakh remitted. And in 1913-14 just over a lakh was suspended, the remission being small. On all three occasions the calamity was due to the same cause—an early close to the

Calamities.

monsoon and consequent failure of the *jarhan* crop—and on all three occasions the distress was most acute in the north of Domriaganj tahsil, where there are large areas dependent to a great extent on the one crop, and where that crop is quite unprotected. As I write scarcity again prevails in part of that tract, and can be traced to exactly the same cause.

Sales.

18. Transfers of property since last settlement are detailed in appendix X and emphasise the lightness of the demand. The revenue of the area transferred is about a fifth of the total revenue of the district—a proportion which, I understand, is much below the normal for a settlement. Most of the transfers are between *pattidars*, and public sales are very few. Mortgages are numerous, but are on a very small scale. The prices realized at sales are remarkable. The figures stated cannot, of course, be accepted as accurate measures of the competition rates for land. At private sales fictitious prices are frequently entered, chiefly with a view to preventing pre-emption, while the money-lender who has forced his victim to a public sale willingly bids up to the full amount of his decree if the Collector demands it, knowing that he has little chance of recovering anything outside the property. But these factors are not peculiar to Basti and the high prices realized are an eloquent testimony to the lightness of the demand and to the rise in the value of property of late years. Land sold at public sales fetched 29 times the land revenue during the first two decades, and 62 times the land revenue during the last decade. The standard set at public sales during the last few years has been 70 times the land revenue. Assuming that purchasers expect a return of 5 per cent. on their investment, and making no allowance for expenses of management, this gives assets of $4\frac{1}{2}$ times the current revenue. But land is regarded as the only sound form of investment—a view encouraged by the history of several recent commercial ventures—and a smaller return than 5 per cent. is sufficient to attract land purchasers. The imminence of the new settlement seems to have had no effect.

CHAPTER III.—COMPARISON OF THE FORMER AND PRESENT CONDITION OF THE DISTRICT.

Cultivated area.

19. Appendix I shows the distribution of land at the present and past settlements. The increase in area is due to the action of the Ghagra which has shown a fairly steady movement to the south and which has transferred five entire villages since settlement operations opened. Most of the land transferred, however, is unculturable sand. The increase in the area of village sites reflects the increased population. The grove area shows an appreciable decrease, due to increasing sub-division of ownership and increasing pressure on the land.

There was an unusually large area of new fallow in the years of record, due partly to zamindars who prided themselves on their foresight, and partly to accidental causes. This should be included in the cultivated area at both settlements for purposes of comparison. We then get an increase of 93,000 acres or 7.5 per cent. Haraiya tahsil, which has reached a further stage of development than the rest of the district, shows no advance; otherwise all parts of the district share in the increase, though it is naturally most marked in the trans-Rapti tract, where geographical and economic changes have been most pronounced.

As cultivated land with new fallow now accounts for 86 per cent. of the total culturable area, there is little room for further increase, especially as much of the waste could not possibly be cultivated profitably. The possible increase may be put at 70,000 acres, or 5 per cent., though there is also a strong probability of a further decrease in the large area under water and a consequent extension of cultivation.

Crops.

20. The crop statistics of the last and the present settlements are given in Appendix V. The system of cropping can be conveniently summarized here. Land which never grows more than one crop consists of *kachhar* land, which grows only a *rabi* and *ekfalta* rice land which grows only a *khurif*. The area growing only occasional crops is negligible. *Kachhar* land grows for the most part mixed

crops, of which *bajhra*, a compound which contains seven different crops, is the favourite. The main division in rice land is that between land growing *jarhan* and land growing *dhan*. *Dhan*, which is the chief crop of the district, is early rice sown broadcast when the rains begin and cut in September and October. *Jarhan* is sown in special beds in June, is transplanted when the monsoon appears to be well established, and is cut in November. It is a more valuable crop than *dhan*, but is extremely precarious. Still more valuable is *boro*, or summer rice, which is transplanted in January and cut in May. This is naturally confined to places with abundant water throughout the dry season, and is a feature of all the deeper *tals* and especially Bakhira Tal. Other kinds of rice are less important, though *karāngi*, a rice similar to *jarhan* but not transplanted, is popular in poor soils.

Jarhan land is practically all single-cropped, for the crop is cut too late to allow of a *rabi*. The only second crop that can be got is a fodder crop of vetch or chick-pea sown by scattering the seeds in the mud while the *jarhan* is still standing, and this is far from general. And of the *dhan* land a considerable proportion is not cropped in *kharif*, often because the soil is not equal to two crops and as often because irrigation is wanting. Much of this land grows an occasional crop of linseed or gram.

The double-cropped land falls into three main divisions depending on the consistency of the soil :—(a) The stiff soils grow *dhan* every *kharif* and follow that by peas or *gojui* (a mixture of wheat and barley): as a rule peas are grown one year and *gojui* the next. Wheat is less common as a second crop. If irrigation is lacking gram is the usual *rabi* crop, but the gram area is not large. (b) The soils of medium consistency grow *dhan* followed by *gojui* or peas (preferably peas) one year, remain fallow in the following *kharif*, and grow a cereal crop (usually wheat) in the second *rabi*. (c) The soils of lighter consistency grow a mixture of *dhan*, *kodon* and *arhar* in the first year. The proportion of *kodon*, which is an inferior grain, forming a large part of the diet of the poorer classes, varies with the lightness of the soil, the lightest soils being incapable of *dhan*. The *dhan* and *kodon* are cut at the end of the rains and the *arhar* (which is never sown alone) at the end of the cold weather. In the following year the land is left fallow in *kharif* and grows wheat in *rabi*. Land reserved for cane grows only a *kharif* one year, while the cane occupies the ground for two complete seasons. Poppy and vegetable land follows no definite rotation.

21. The rotations are thus biennial and there is very little land that does not fall into one of the types described. In the light of these divisions the changes since last settlement can be briefly noted. *Arhar* land appeared under "others" at last settlement: it is now shown with *kodon*, as it should be. Otherwise the classification is similar. I take the five years' average for purposes of comparison. The *rabi* shows an increase of over 4 per cent.; the *kharif* shows an increase of 13 per cent. The huge increase in *cult* is due partly to better recording but chiefly to the growing popularity of *boro*. The *dofasti* area shows an increase of 28 per cent. Poppy shows a large decrease, due to administrative changes; sugarcane shows a very satisfactory increase. *Jarhan* shows little change, as the lands in which it can be grown are limited and cannot be adapted to other crops even if other crops were desired. *Arhar* land has probably altered little. The big decreases are in the poorer crops everywhere. Linseed, which covered large areas at last settlement, has fallen to half its former area or less (rapeseed is as popular as ever) and *uril*, *mong* and *moth* have dropped to very small areas. All the other crops have increased, but more especially early rice, mixed crops and maize. Gram has decreased largely and peas show a more than corresponding increase. It is not possible to trace all the changes that have occurred, but the main ones are:—

Changes in crops.

(a) a reclamation of uncultivated land and its sowing with *dhan*.

(b) the growing of *dhan* in land subject to flood, due in part to geographical changes and in part to increased pressure on the land:

- (c) a great increase in mixed crops at the expense of linseed and gram as a second crop after *dhau*: this has been rendered possible by increased irrigation;
- (d) a movement from wheat to *dhau* and *gojui* or peas in the firmer soils which has been more than met, as far as the wheat area is concerned, by
- (e) a movement from *gojui* to wheat as the single crop after *arhar*;
- (f) the displacement of *kodon* by maize as a crop grown with *arhar*; this is chiefly in the alluvial soils.

All the changes speak to a steady improvement in cultivation and it can be asserted that while the advance in the extent of cultivation is considerable, that in the intensity of cultivation is much greater.

Irrigation.

22. The irrigated area has increased by 13 per cent. More important, the well irrigated area has increased by 50 per cent. Some 255,000 acres are irrigated by wells and 370,000 from other sources. The latter include the private canal systems in the north of Bansi tahsil, which deserve more than a passing mention. These depend on large reservoirs fed by the various hill streams, the Banganga, Mahsai, Jamwar and Marthi being the chief. They owe their origin to Mr. Peppe of Birdpur and irrigate the European estates and the estate of one Indian proprietor. Most of the works had been constructed prior to last settlement, but there have been large improvements since, with the result that what was 100 years ago a forest and 50 years ago an extremely precarious tract is now one of the most prosperous, as it is the most secure, tract in the district. Separate figures for canal irrigation are not available: I estimate the area irrigated in a normal year at about 14,000 acres. The dominant crop in all that tract is *jarhan* which in an ordinarily good year requires no irrigation and most of the *jarhan* in the rest of the district gets none in any year. Consequently the value of the canals cannot be measured by the area they normally irrigate; their chief value shows itself in the bad years, when with high prices and wasted crops elsewhere they yield an unusual return. The total length of the canals is about 250 miles and their distributaries ramify over an area of about 100 square miles.

Other sources are chiefly tanks, which are very numerous, and *tals* and ponds. Tanks and ponds are not too certain a source of irrigation, but it is a most exceptional year when they cannot supply at least one watering to the *rabi* area dependent on them.

In measuring the adequacy of the irrigating facilities and the possibility of their extension it must be remembered that there are large areas where irrigation is quite unnecessary.

These include:—

	Acres of cultivation.
(a) The <i>bhat</i> belt of the trans-Rapti tract.. ..	110,000
(b) Unirrigated <i>chifaru</i> rice land outside the <i>bhat</i> where irrigation, if available, would be employed only one year out of three and then over limited areas	300,000
(c) The Ghagra silt	30,000
(d) Other <i>kachhar</i> land	10,000
(e) The <i>arhar-dhau-kodon</i> land, average	140,000

There is thus an area of close on 600,000 acres in which irrigation is not wanted or, if wanted, is not wanted regularly and could not be profitably introduced under present conditions.

Roughly then there is an area of only 80,000 acres in which the crops want water and do not get it. Water is ample throughout the whole of the *tarhar*—too ample in most places. In the trans-Rapti tract irrigation is less required than elsewhere, but there are extensive areas where irrigation is uncertain. Wells are scarce here, and until lately little effort has been made to improve cultivation, chiefly because the *rabi* was not valued.

The *uparhar* contains most of the wells and it is only in the lighter tracts that irrigation is seriously lacking. Here unfortunately it is most wanted as a

rule. Wells are being built in increasing numbers, but more in order to enable valuable crops such as cane to be grown than with a view to rendering the poorer areas more secure.

The direction in which improved irrigation would show most effect would be in the double-cropping of *ekfasha dhan* land, and here there is considerable scope for improvement. More wells are a crying need, and it is unfortunate that the authorities tend to confine their loans to zamindars, while the zamindars assiduously spread the belief that an occupancy tenant cannot construct a well without permission.

Water is nowhere so far from the surface that the lever cannot lift it and bullocks are nowhere employed. Wells are consequently cheap: a *pakka* well costs 50 to 100 rupees. The universal method of watering, which consists in spreading the water with a wooden spoon from saucer-shaped depressions in the fields, suggests that the crops receive less water than in drier districts, and they presumably require less.

23. Appendix IV shows the area held in the different tenures at this settlement and last. The feature common to the whole district is a great increase in the area cultivated by owners and occupancy tenants at the expense of the area held by tenants-at-will. Conditions, however, are very different north of the Rapti as the following figures show:—

Cultivating rights.

Percentage of				Owners' cultivation.	Occupancy area.	Non-occupancy area.
Cis-Rapti	..	..	..	32	42	26
Trans-Rapti	..	..	..	39	28	33
District	..	..	..	34	38	28

North of the Rapti, and more especially in Domariaganj, where owners are powerful, a considerable area which is regularly cultivated by tenants is as regularly recorded as *khudkasht*—a simple expedient which effectively prevents a tenant from becoming independent. Elsewhere owners' cultivation is largely real, and more value is attached by the small landlord to the area of his *sir* and *khudkasht* than to the actual share standing in his name. With an intense competition for land and share so small that partition is impossible and suits for profits unprofitable, this view is a natural one. Of late years, larger owners have shown a regrettable tendency to increase their *khudkasht* holdings, and many now have large areas of *khudkasht* that they never see, cultivated by men who are kept on the verge of destitution.

24. There has been a rapid increase in occupancy rights. The change is brought out by the following table, which deals with the cash-rented land only and gives areas in thousands of acres:—

Occupancy tenants.

Occupancy rights.		Held at last settlement.	Since lost.	Survived.	Newly acquired.	Total.
Cis Rapti	.. ..	264	77	187	205	392
Trans-Rapti	.. ..	59	30	29	79	108
Total	.. ..	323	107	216	284	500

This shows a remarkable disappearance of occupancy rights, coupled with the acquisition of new rights on a big scale. Both features are accentuated in the trans-Rapti tract. Along with this there has been a very steady increase in the value set on occupancy rights. At last settlement few tenants could stand on their rights, and it was rare for a zamindar in any part of the district to be forced

to apply to a court to enhance the rent of an occupancy tenant. South of the Rapti most occupancy tenants are fully conscious of their rights and are able to exercise them. Nothing has done more to bring about this change than the revision of records. North of the Rapti occupancy rights are still to a large extent an abstraction. In many estates an occupancy right means nothing at all and zamindars can and do eject occupancy tenants by a word. In others, where the landholders are not so powerful, occupancy tenants are treated less harshly than non-occupancy tenants and the landholder tries to avoid alienating them, though if it came to an actual struggle he would probably win. The loss of occupancy rights over a large area is an instructive comment on this, as most of the rights lost in the trans-Rapti tract have been lost within the currency of record operations. Over huge areas, the tenants who had cultivated land for 30 and 40 years were forced to give relinquishments of their rights. What has happened is that the cultivators have awakened to the value and the zamindars to the inconvenience of occupancy rights.

The large increase in occupancy area is due to two causes :—

- (a) The strength of the large zamindars who believed they could ignore rights and were disillusioned too late.
- (b) The quarrels of the small *pattidars*, which prevent ejectment campaigns or other concerted action.

Relations of land-
lord and tenant.

25. Relations between landlords and occupancy tenants are seldom good and usually embittered. The continuous efforts to deprive tenants of their rights, accompanied as they generally are by either chicanery or violence, make a man who is strong enough to stand on his rights the natural foe of the landholder. The Basti landholder in addition to exacting a high rent and many cesses claims extensive feudal privileges: the occupancy tenant conceals no privileges, pays no cesses, and holds at what the landholder regards as a miserably inadequate rent. The latter he frequently pays by money-order, and there is nothing that is more resented. It is not merely that such payments are generally unpunctual, but it generally denotes a permanent abatement from a higher rent that had been regularly paid. It should be added that many occupancy tenants are extremely contumacious. Holdings are so small that the costs of a suit for arrears devour most of the rent and courts show an altogether undeserved compassion to habitually defaulting tenants whose rents are extremely light. Distrain is little employed.

Non-occupancy
tenants.

26. The position of non-occupancy tenants has suffered a big change for the worse since last settlement. The increase in the occupancy area, coupled with the increasing thirst of proprietors for *khudkash*, reduces the available land steadily while population increases. Long-term leases are almost confined to the European estates. A number of other proprietors adopted them some years ago, apparently with some idea that concealment of rent became more effective thereby: most of these leases expired with this settlement and have not been renewed: in the few places where they survive the zamindars are so powerful as to make the leases meaningless.

The non-occupancy tenant frequently pays a large sum on admission to a tenancy; he always pays a high rent and he seldom gets a receipt for it. The rent is frequently paid in advance and is very seldom allowed to fall a single year in arrears, but suits for arrears of rent are generally for three years' rent. And they are successful. In addition to other exactions, he is compelled to give an unusual amount of free labour which occasionally involves cultivating the whole of the zamindar's land before he starts work on his own. His position grows weaker every year, and there is a steady increase in the ranks of zamindars' labourers. Emigration offers the only outlet to a man of enterprise who has no security of tenure, and it is fortunate that so many find it.

Sub-division.

27. The continuous sub-division has already been alluded to; in its aggravated form it is a change since last settlement and a most unfortunate one. Everything is divided—shares, holdings, plots, tenants' houses, groves, ponds and

even trees. The average area of a plot is seven *biswas*. And where there is no formal partition there is always an informal one. Every *pattidar* however small collects rents from his own tenants and ejects his own tenants. And unfortunately he brings his own revenue to the tahsil. The *lambardari* system has quite broken down, and as a *lambardar* has now liabilities but no privileges, the weakest man in the village has greatness thrust upon him. The extra labour thrown on everyone from the *pattidari* upwards is enormous and settlement gets its full share of the burden. The actual economic injury to all concerned is scarcely realized as yet, and men will awake too late to discover what they have lost.

28. The following table shows the average price of the commoner food grains at Basti for each quinquennium of the expiring settlement, expressed in rupees per maund :—

Quinquennium.	Rice.	Wheat.	Barley.
1887—93.	1.56	2.63	2.13
1894—98	8.08	3.12	2.36
1899—1901	3.23	2.81	1.91
1904—09	3.97	3.50	2.40
1909—13	3.83	3.25	2.07
1914—18	4.71	4.01	2.35

Prices.

Prices took a sharp rise with the famine of 1896-97 and never recovered. A further big rise took place in 1907-8, but by the time the war opened most of this had disappeared. If the last quinquennium be ignored as exceptional, though the prospect of a fall to pre-war prices seems small, the rise in the case of rice is about 150 per cent.; wheat shows a rise of 25 per cent., while barley has remained stationary. The uneven result is not easy to explain. Rice is both sold and used as a food grain, but the agriculturist buys none, so that the rise here which is much bigger than the change in general prices must have benefited him. Wheat is mostly sold, but the rise is not above that which occurred in the prices of the commoner commodities. Barley is kept for private use as a rule. The opening up of the rice tracts by better communications has probably had a big effect. At last settlement most of the rice was grown so far from any satisfactory means of transport that it had to be consumed within the district, whereas the wheat lands were better served. But I suspect that the quality of the rice taken as the standard has altered, as rice rose by nearly 60 per cent. in price between 1894 and 1895 without any apparent reason.

CHAPTER IV.—THE PRESENT SETTLEMENT.

29. The district was placed under settlement on the 20th September, 1915 and Mr. E. A. H. Blunt, I.C.S., was appointed Settlement Officer. He had the advantage of having worked in the district for a year previous to his appointment. This enabled him to prepare the ground beforehand to some extent. It was clear from the start that there were unusual difficulties in the way of a fair assessment. These were due to :—

Opening of settlement.

- (a) The rental systems.
- (b) Concealment of rent.

30. There are two rental systems in the district, having as a common feature the adjustment of land to rent instead of the more natural adjustment of rent to land. The *halbandi* system is confined to the trans-Rapti part of Domariaganj tahsil. The *darbandi* system prevails throughout the rest of the district.

The rental system.

31. In *halbandi* villages the land is divided up into areas supposed to be equal in area and value, and to represent the tillage of one plough. A uniform rate is payable on each *hal*. In the effort to make the *hals* uniform, a portion of every fragment of the area has been given to each *hal*, so that the sub-division of plots which is a serious impediment to the progress of the whole district here assumes an absurdly aggravated form. In many villages the average area of a plot is less than two *biswas* and a village of less than a square mile has frequently more than 10,000 plots.

Halbandi.

To prevent any chance of one man gaining a pie's advantage from his neighbour, it was formerly the custom to exchange the *hals* or to re-divide the village from time to time. This is rare now, and indeed the whole system is fortunately moribund. For a full account the rent-rate report on Domariaganj by Mr. Harper, who made extensive enquiries into *halbandi*, may be consulted. A comparison of conditions to-day with those of last settlement shows that the system, under the pressure of changing conditions, is gradually disappearing. A large increase of cultivation, partition among the zamindars, and the arbitrary increase in *sir* and *khudkasht* all tend to make the system unworkable. And in spite of all precautions the *hals* are now far from equal in either area or value, a fact that was clearly proved in enhancement suits. Grain rents frequently accompany *halbandi*. The grain-rented area is held on the two-fifths basis as a rule; the servants of the village republic receive stated amounts from each *hal*, the landholder receiving two-fifths of the remainder. An interesting account of the system of *jeora* or dues, which is still in full force, is given in Mr. Hooper's Final Report (§ 64). The whole *halbandi* system with its accompanying evils, the most obvious of which are the prevention of improvement and the enormous extra labour it involves, would only be tolerated in a tract which is in a very backward state and where feudalism is still dominant.

Darbandi

32. In the *darbandi* system, which prevails over most of the district, rent is paid on a uniform rate per *bigha* known as the *dar*. In theory, all tenants pay the same rate, and to make this possible all have a share of every kind of land in the village.

Not only is the rate uniform for any one village, it is generally uniform for large tracts, e.g., the recognized rate over most of the district is four rupees a *bigha* or 6·4 an acre. There is seldom more than one rate for a village, and to have more than two rates is extremely rare. In his forecast of the results of the settlement, Mr. Raw thought it might be possible to adopt this system for assessment, but its entire lack of elasticity, added to the fact that it has undergone many modifications, made it clear that the *dar* would be useful only as an index—and an inaccurate index—to the general value of the village. It is clear that such a system could not work without some adjustment, and I note the more important methods of adjustment :—

- (i) Where occupancy rights are effective, it is impossible to apply the rate. But the land and rent of the occupancy holding frequently enter into the determination of the land received by the cultivator as a non-occupancy tenant, i.e., the two holdings are made to compensate for each other to a certain extent.
- (ii) When a rise in the village rate takes place, it is not applied uniformly—tenants may hold part of their land at the old rate and be called on to pay at the new rate on the remainder. This is possibly the origin of the few differential rates existing.
- (iii) The owners' cultivation forms a large part of the cultivation as a rule. In an inferior village the zamindars may give up the better land which they could reserve in a good village.
- (iv) Adjoining villages under the same ownership are frequently combined in one *darbandi*, i.e., every tenant gets a holding in each village and pays at a uniform rate for the whole.
- (v) The standard of measurement of the *bigha* may be reduced. This, which is a very obvious method of adjusting rents to altering conditions, is confined to one or two localities.
- (vi) The levying of *nazrana* and other cesses is perhaps the most important method of adjustment, and must be discussed more fully.

Nazrana.

33. The payment of a cash sum on admission to a tenancy is not mentioned in the final report of last settlement and has apparently been introduced since. It is by no means general in Haraiya and Domariaganj and increases in frequency towards the east of the district. This suggests that the cancer has spread from Gorakhpur,

where, I understand, *nazrana* is heavier and more universal. At the same time, the rise in the value of land and the natural opposition to an alteration in the village rate make *nazrana* a very obvious method of adjusting rents to values. And the fact that differential rent-rates are extremely rare while differential *nazrana* rates are quite common suggests that it is consciously employed as a method of breaking the rigidity of *darbandi*. The rate of *nazrana* for the best land is not usually above one year's rent, while inferior land pays less *nazrana* or none.

Other cesses grow more numerous and more ingenious year by year. The purchase of a horse or an elephant, the costs of litigation, a war loan or other *chanda* are all met by cesses from the tenants. Cash payments on special festivals are frequent. A tithe on straw or *bhusa* is almost universal. Sites of houses and the supply of water afford additional income. More lucrative than any of these is the deplorable "*sawai*" system of lending seed grain, which is practised by many zamindars. The grain is lent for sowing and repaid at harvest with a 25 per cent. addition, the whole being a first charge on the crop—one of the most profitable gilt-edged investments in the world.

34. *Nazrana*, as it is seldom admitted, is a form of concealment; but concealment is by no means confined to *nazrana*. Concealment was apparently widespread at last settlement and the method of assessment then prevailing must be held responsible for the aggravated form it takes to-day. As I noted above, rentals were seldom rejected, although they were known to be concealed. When they were rejected as impossibly low, a very conservative rate had to be applied as there was no material on which to base more than an approximate valuation. The consequence was that dishonesty was clearly proved to be the best policy, and the object-lesson was taken to heart. In many *tappas* the revenue imposed on the honest zamindars was in very marked contrast to that imposed on their neighbours who concealed their rents, and over large areas every zamindar who was strong enough to do so has practised systematic concealment at this settlement. To put it briefly, zamindars who attested an honest rental at last settlement have been heavily fined for 30 years since then, and it is difficult to blame them for resolving that this unjust punishment should cease. The valuation of the large *sir* areas by the incidence given by the concealed rents accentuated the effect of concealment in reducing the revenue. And the variation possible in the percentage taken, though freely used, was very far from sufficient to adjust the differences.

Concealment.

Mr. G. F. Adams I.C.S., who was placed on special duty in 1905 to deal with this and kindred evils, succeeded in getting much of the concealed rent entered in the papers; much of it was duly attested at the revision of records, but for the most part it was cut out by common consent of zamindars and tenants. The rentals of the years prior to attestation gave, however, a valuable guide to prevailing rates, and without the results of the 1905 campaign it would have been difficult to extract rates at all in the trans-Rapti tract, where concealment is naturally most pronounced.

35. During the cold weather of 1915-16 Mr. Blunt inspected parganas Nagar East, Mahuli West and Basti East of the Sadr tahsil. Mr. G. M. Harper, I.C.S., and Mr. G. L. Vivian, I.C.S., were appointed Assistant Settlement Officers at the beginning of the following cold weather. During this season Mr. Blunt completed Basti tahsil by inspecting pargana Maghar West, and inspected part of pargana Maghar East. The rest of that pargana and the whole of pargana Mahuli West were inspected by Mr. Vivian, who also inspected pargana Nagar West in Haraiya. Parganas Amorha and Basti West of Haraiya tahsil were inspected by Mr. Harper. This completed the three southern tahsils. Before the next camping season began Mr. Vivian left to join the I. A. R. O. and I was appointed in his place. Bansi and Domariaganj were inspected, Mr. Blunt taking the eastern portion, lying entirely in Bansi, Mr. Harper the west, which lay entirely in Domariaganj,

Inspection and
soil classifica-
tion.

while the centre fell to me. The methods adopted by Mr. Blunt in the first season were closely followed throughout and no separate description is necessary.

It was clear that though rents taken in the mass would, and must, form the basis of rates, the rentals of individual villages would give little guide to a fair estimate of the assets. The extensive concealment and the crudity of the rental system made the usual methods unreliable. A large proportion of rent-rolls were vitiated by *nazrana* and direct concealment. Numbers of the others were unduly high or markedly inadequate, and there was an unusual area without any recorded rental; the owners' land alone covers more than a third of the cultivation. As assessment, therefore, would have to be based to a great extent on rates as opposed to recorded rents, it was essential to be able to estimate very exactly the value of the produce of any *mahal*. This involved a meticulous soil classification. And as the soil classification of the previous settlement was quite valueless for the purpose, an entirely new classification had to be adopted. This followed generally the Azamgarh classification of the late Mr. Crawford.

The main distinction was that between the single-cropped land and the land which was *dofasli* at inspection or would in the course of rotation become so.

The *dofasli* land was normally divided into five classes, named *Doras* 1 to 5. *Doras* 1 was reserved for unusually good *goind* growing crops of special value and *Doras* 5 for land with a marked defect—shade, lack of water, *reh*, etc. The bulk of the *doras* land fell into the three central classes which were demarcated with reference to proximity to the village site and other advantages. There was thus no separate distinction between wet and dry land. Most of the land that wants water can get it (cf. § 22). Absence of irrigation was allowed for by reduction of the class. *Kachhiana* was a class above *Doras* 1 reserved for market garden land round Basti or Mehndawal. The *ekfasli* land fell into (a) land growing only early rice; (b) land growing only late rice; (c) *kachhar* land growing a *rabi* only; (d) land growing only an occasional crop.

(a) was termed *ekfasla bhadain* land, (b) *jarhan* land, (c) *kachhar* land, and (d) *balua*, and (a), (b) and (c) were sub-divided into such classes as the needs of the tract demanded. Flood in *doras* land was allowed for by reduction of the class in the three southern tahsils; in the north special *dofasla kachhar* classes were introduced to allow for it. The extent to which each class was used is given in appendix VI, but it should be remembered that all the classes did not retain exactly the same meaning or value throughout the district.

Soil-values.

36. The assigning of values to the different classes was more difficult than their recognition. Crop-cutting statistics are few and to make crop-cutting figures of value would have involved a huge series of experiments for which neither time nor staff was available. Field rents were very few. And in fixing the values originally Mr. Blunt was guided chiefly by (a) enquiries from selected men who were in a position to give reasoned opinions, and (b) the relative values of the different crops sown. These two methods were generally adopted in determining subsequent modifications. Patient enquiries as to the comparative values of different soils revealed a very general consensus of opinion and the help given by several capable zamindars was valuable. Differential rates and crop-cutting statistics assisted in confirming belief in the accuracy of the relative values established.

Doras 2, which is normal good *goind*, was given a value of 16 annas, other soils receiving values in proportion. The relative values of the soil were kept as far as possible unchanged, but they had to be modified in tracts where the broad distinctions between soil and soil fell at different points from those general elsewhere. The preliminary inspection was done by trained men, of whom eight were employed by each officer; but even with the best of these men a lot of correction was usually necessary in every village. Two *patwaris*' circles were inspected each day. As this involved about a dozen villages and as in some tracts as many as 17 soil classes were used, the work was unusually arduous. The

minute inspection, however, gave the inspecting officers a very accurate idea of the comparative value of a village and of its affluities, which made the selection of circles an easy matter.

37. The soil-classes were intended to allow for the differences in irrigation, in the actual fertility of the soil, in the labour involved in cultivation. The circles allow for the larger distinctions due to differing climate, communications, peculiarities in agricultural conditions, and the broader difference in the prevailing soil-consistency. Circles were framed by a comparison of the genuine and adequate rent-rolls with the type of the village as estimated by inspection. The comparison was effected by the now familiar method of extracting the incidence of the rent-roll on each anna of soil-value, i.e., the unit-value. Unit-values were extracted separately for each class of occupancy tenure in a village and for non-occupancy tenure. If the classification has been accurate this method should eliminate the effect of purely local advantages and reflect only the effect of the larger factors that determine the circles. Groups of villages of the same type and with similar general advantages, though of very different actual quality should, and do, yield similar unit-values, and form circles with similar rent-rates. The villages whose rentals were fraudulent or otherwise unreliable were then placed in the circles to which their natural characteristics marked them as belonging. The circles to the north of the district, where the separate tracts are well marked are compact areas; to the south they are less compact but are none the less topographical. There are 46 circles in the whole district, but as no circle lies in more than one tahsil, the number of tracts that would be separate circles were the district treated as a whole is smaller than this.

Assessment circles.

38. Throughout the whole district separate occupancy and non-occupancy rates were necessary. There is a normal difference of from 20 to 25 per cent. between non-occupancy and occupancy rents and the bulk of the non-occupancy rentals are unreliable. The rates were based on a varying proportion, seldom more than half, of the rent rolls, which were first corrected for *nazrana* where necessary; one-tenth of the amount of *nazrana* taken was added to the recorded rent if that was otherwise genuine, a very lenient addition. Occupancy rates were based to a large extent on the rents paid by tenants of between 20 and 30 years' standing: these naturally give very safe figures. As occupancy rents are less frequently concealed, the occupancy rates were useful as a check on the non-occupancy rates.

Circle rates.

A comparison of rates with those of last settlement is difficult and not of any great value. The most noteworthy fact, perhaps, is the difference in range. The highest rates of this settlement are three times those of last; the lowest are about one-third of the lowest then employed. Rates were, as I have said, of little importance then, and neither circles nor soil-classes had the meaning they have to-day.

39. Rent-rolls were carefully examined for privilege in rates. Actual caste-privilege in recorded rates is almost non-existent. The comparison of high-caste and low-caste rates which was made in every village showed that in most cases there was no difference in the rates and that quite frequently the high-caste rate was higher. The rates of village servants are frequently low; this is merely because part of the rent is paid in service and is not a privilege at all. The only frequent type of privilege, and that is not really common, is a privilege in favour of landlords or their relatives or in favour of ex-landlords. This arose in most cases from the fact that *pattidars* frequently cultivate in each other's *pattas* and do not exchange cash, the rent entered in the papers being nominal. In many villages it has not advanced beyond this stage; but in others there is a definite privilege—generally about 20 or 25 per cent. It is not improbable, too, that a number of cases of privilege were disguised by concealment. The rents of low-caste tenants are naturally concealed more easily than those of high-caste tenants and a much larger proportion of the latter are genuine, a fact that was continually prominent in enhancement

Privileged rates.

suits. At the same time villages where the illegal enhancements were recorded in the papers gave as a rule no more evidence of a caste privilege.

Assessment :—(a)
non-occupancy
holdings.

40. The intense competition for land has forced non-occupancy rents in many villages up to a high level. In nearly all villages the rents of non-occupancy tenants are paid regularly, but they are not always paid easily. This fact, combined with the widespread concealment made a close adherence to the circle-rate valuation inevitable. And a non-occupancy rent-roll was seldom accepted if it varied by as much as 10 per cent. either way from the valuation by suitable rates. The difficulty that might be expected from the present rules whereby the adequacy of a non-occupancy rental is measured by comparison with one figure, and a different figure is substituted for an inadequate rental, seldom arose, for few low non-occupancy rentals are merely inadequate. The result was to make the valuation of the non-occupancy area almost independent of the figure the landholder chose to record in the papers. The valuation was, of course, in no case, above the actual demand and frequently far below it—a fact that led a number of zamindars to believe at first that their concealment had again proved successful. But it will be clear that the concealer gained nothing that was not conceded to the honest zamindar, and he lost in other directions.

The incidence of the recorded rental on the non-occupancy area is 5.1 per acre ; that by circle rates is 5.8, and the accepted valuation gives an incidence of 5.6. The difference between the recorded and the accepted assets is Rs. 1,40,000. But this does not represent the full amount added for concealment, for a large number of rentals were rejected as too high. And the amount added for concealment is a very moderate proportion of the amount concealed.

Assets, after deduction for privilege, come to Rs. 18,54,910.

(b) Occupancy
holdings.

41. A little more latitude was possible here. An occupancy rental may show an appreciable excess over the valuation at occupancy rates and be quite stable, and the fact that occupancy rentals are not so generally concealed (except in the trans-Rapti tract) made uniformity less imperative. But a fairly close adherence to the valuation by suitable rates was maintained. A designedly lower figure was occasionally chosen to prevent undue enhancement on the tenants, and a slightly higher figure was accepted if it was easily and regularly paid. Normally, however, the accepted valuation differed little, if at all, from the valuation by rates considered suitable for the land, reduced, where necessary, to allow for difficulty in collections. Such allowances were not required as frequently as appendix III would suggest : arrears are generally due to bad recording. Ex-proprietary land was similarly treated, the appropriate non-occupancy rates being reduced by 25 per cent ; this nowhere gives much privilege over occupancy tenants and in many tracts there is no difference.

The valuation of the occupancy and ex-proprietary land gives an incidence of 5.1 per acre, against 4.5 by recorded rents and 5.2 by circle rates. The difference, about Rs. 2,95,000, between the accepted and recorded figures gives, as I show later, a most exaggerated idea of the enhancement on the occupancy tenants. Privilege, where it existed, was allowed for by reduction of rates. The calculated assets are Rs. 25,86,151.

(c) Owners' culti-
vation.

42. This was almost invariably taken at occupancy circle rates, suitably modified to allow for the particular village. The same facts which favoured a close adherence to rates in the cash-rented land made it advisable to keep the valuation of the assumption area independent of the recorded rents. Assets are Rs. 21,97,732.

(d) Other assump-
tion area.

43. Grain-rented land which, as appendix III shows, has decreased by 40 per cent. since last settlement was taken as a rule at occupancy circle rates. The only tract where grain rents are at all common now is the north of Domariaganj. In the extreme north or *tarai* they are commoner than cash-rents. Rates here, though checked by calculations as to grain were based on cash-rents, in the absence of reliable statistics of yield and prices. The remaining assumption area is of no

importance and consists chiefly of land on which for various reasons no rent was attested. Assets under this head total 1,79,394.

44. *Sayar* assets come to Rs. 83,268. This is a mere fraction of the actual *sayar* income. The most important items are *mahuas* and thatching-grass. *Mahuas* are common everywhere and parts of the original *mahua* forest which covered much of the district remain and form an increasingly valuable source of income, while thatching-grass where it grows yields more than cultivation. Fishing rights, timber forest, and fruit trees account for most of the rest. (e) *Sayar*.

Under special orders, the income from the forries owned by the Raja of Bansi was treated as *sayar*, as at last settlement. A sum of Rs. 4,500 was added to the revenue on this account assets were Rs. 9,323. This is not included in the figure given above.

45. A 25 per cent. allowance was given on all *sir* that was not sublet and on all *khudkasht* that was reasonably permanent, the average *khudkasht* area of the preceding 12 years being taken as a measure of the permanent area. The total allowance under this head was Rs. 4,67,287 or nearly 7 per cent. of the gross assets. (f) Deductions on *sir* and *khudkasht*.

A number of zamirdars protested in distribution that allowances should be given to those who had had no *sir* and *khudkasht* and not to those who had and in view of the keen struggle to obtain proprietary cultivation there is something in their content on.

46. These totalled Rs. 1,22,083. The largest sums naturally went to the large estates in the north of Bansi which have effected big improvements in their irrigation systems and maintain important protective works. The allowances given under this head to the Birdpur, Alidapur, Naura and Shohratganj estates come to Rs. 31,784. Elsewhere, improvements consist chiefly of masonry wells. For these the allowance was generally based on a measure of the resultant improvement, a method which gives much more liberal deductions than would have been possible with calculations on the cost of construction. When the distribution of the revenue was taken up, the disparity caused by these allowances led to much dishonesty and not a little heartburning. The fact that not a single improvement is ever registered made it extremely difficult to assign such allowances to the proper *khatas*. But the construction of wells has probably received some stimulus. (g) Deductions for improvements.

47. The area assessed was 1,321,025 acres. The holdings area in the years of record was 1,336,835 acres and the average for the preceding 12 years, which was a most unfavourable period, was 1,321,799 acres. Old fallow was invariably excluded from assessment; new fallow was generally included. But as excessive area of fallow was usually allowed for by a reduction in rates—a method which makes distribution and enhancement of rent easier—the precautions taken under this head cannot be gauged by the figures of the total area assessed. Area assessed.

48. 619 mahals were demarcated as alluvial. This involves a considerable increase due to the demarcation of mahals on the Bangingri, the Kunhra, and the lower Kuanc. Unconditional long-term settlements have been given to four estates and conditional long-term settlements to a fifth. Alluvial mahals.

49. Net assets for the district come to Rs. 63,21,408. A considerable number of villages are revenue-free: the nominal revenue assessed on these for the calculation of cesses was fixed at 50 per cent. of the assets. One considerable property is permanently settled on a Pindari family and the realizable demand is now less than a twentieth of the assets. The revenue of a large number of villages is assigned (generally to the Raja of Bansi): in accordance with a principle originally laid down by Henry Wellesley, the assessment was exactly similar to that of villages paying revenue to Government. The percentage taken in these villages was low everywhere and was varied to allow for the enhancement and local conditions. In parganas Nagar East, Mahuli West, and Basi East (the tract inspected in the first year) the percentage taken was 46. In pargana Maghar West it was 44; 44½ per cent. was taken in Haraiya and Khalilabad: 43½ per The revenue.

cent. in Domariaganj, and 43 per cent. in Bansi. The percentage was of course, varied freely, being lowered in the case of honest rentals and raised for concealment as a rule, while precarious villages, or mahals in which the proprietors were numerous, received especially lenient treatment. As a general rule 50 per cent. was not exceeded and it was seldom reached. And any zamindar who attested an honest rental and whose treatment of his tenantry is even moderately reasonable has had a very light revenue imposed on him.

The results are given in the following table :—

Tahsils.				Payable to Government.	Assigned.	Nominal.	Total.
				Rs. a.	Rs. a.	Rs. a.	Rs. a.
Basti ..	..	..	..	5,89,599 0	..	2,738 0	5,86,328 0
Haraiya ..	..	..	..	4,87,470 14	1,447 0	23,067 0	5,11,984 14
Khalilabad ..	..	..	..	5,14,574 0	1,890 0	3,174 0	5,20,738 0
Domariaganj ..	..	..	..	6,30,149 11	10,255 0	12,476 4	6,52,880 15
Bansi ..	..	..	..	5,82,492 3	25,263 12	18,274 6	6,25,970 5
Total ..				26,98,516 12	38,855 12	60,529 10	27,97,902 2

Progressions

50. In most villages, progressions followed the usual rules. In tracts where concealment was specially pronounced, some severity was shown in the matter of progressions, in accordance with a policy definitely formulated and announced before the settlement began. The extent to which revenue is deferred can be judged from the following figures :—

		First 5 years.	Second 5 years.	Thereafter.
		Rs. a.	Rs. a.	Rs. a.
Payable to Government	.. ..	25,70,598 12	26,53,613 12	26,98,516 12
Assigned .. ..	.. ..	37,083 12	38,318 12	38,855 12

Comparison with estimate.

51. The Deputy Director of Land Records estimated the revenue payable to Government at Rs. 26,42,546. This was raised by Government to Rs. 26,95,970. The revenue proposed thus corresponds almost exactly with the estimate, and, indeed in framing proposals the estimate was always taken as a guide. The estimate allowed for 47.1 per cent. of the assets being taken as revenue, while only 44.3 per cent. has been taken. The calculated assets greatly exceed the estimated assets. This is chiefly due to the fact that the recorded rental formed the basis of the estimate, whereas it could not be accepted as the basis of the assessment.

Factors in enhancement.

52. It is quite impossible to separate the enhancement into its component factors and give specific sums as attributable to different causes. The rise in prices of grains could alone account for the whole enhancement and the revenue now proposed represents less actual produce (at present prices) than was taken 30 years ago. The radical difference in the methods of assessment contributes to render a comparison meaningless. The cultivated area has increased by about 4 per cent.; the total area under crops in the year shows a permanent increase of about 10 per cent. The actual produce per acre cultivated, if it could be calculated would show a big increase: the change in crops alone proves this and there is no doubt that cultivation has become more intensive everywhere. When to these changes are added such considerations as the great improvements in communication and the rise in population, it can be confidently asserted that at no settlement has so small a share been claimed for Government.

Effect of the revenue.

53. The revenue should be easily paid. As I have endeavoured to show, the method by which the assets have been calculated gives results which are in most cases below—and frequently much below—the real income of a mahal. Deductions

have been made on a most lavish scale. And of the final figures the percentage taken is extremely moderate and lower than that taken at any previous settlement. As a striking example of the incidence of the revenue on the real assets, I may mention that three villages assessed at 46 per cent. of the calculated assets have since passed hands by a perfectly *bona fide* sale in which ninety times the new revenue was paid. Incidentally, this zamindar appealed against the assessment. A zamindar complained to me that the revenue on one village of his exceeded 40 per cent. of the assets—a percentage which he alleged, had been taken nowhere else. There is no doubt whatever that the real income from the land of the district, were it known, would make the calculated assets appear to be a very inadequate approximation.

The Basti zamindars, with a few honourable exceptions, regard their tenants as a source of income and nothing more. The conception that landholding involves duties as well as rights is still almost unknown. And the leniency shown throughout the district can be justified on two grounds only: one is the extent of the enhancement, and the other, and perhaps the more important, is the effect on the tenantry and particularly the tenants-at-will. So long as there is no check on rapacity in regard to rents, the extent to which the enhancement will be passed on to the tenants is limited only by their capacity to pay. Most zamindars have already made efforts to pass the whole enhancement on and several large estates whose rentals were rejected as rack-rents have raised the rents further. The proprietor of at least one such estate has gone further still and has raised the rents in proportion to the enhancement he has to pay.

54. At last settlement the enhancement of revenue was proportionally very much larger than this, but Mr. Hooper noted that enhancement on the tenants was effected without the intervention of the courts, and added "Suits for enhancement are only brought where the tenants are exceptionally stubborn and independent." It has been impracticable, unfortunately, to compile statistics showing the actual enhancement granted at this settlement: no record was kept during the first three years and it proved impossible to collect the files during the last season. In all 9,373 cases were instituted: owing to the transfer in turn of Mr. Vivian, Mr. Harper, and Mr. Blunt just before the season when such cases are taken up, most of this work had to be done after the assessment had been completed. In the trans-Rapti tract applications were very few and zamindars are apparently still able to enhance rents in the traditional manner there. Elsewhere enhancement was general, but it was frequently unreal. Much of it consisted in the restoration of rent that had been regularly paid but excluded at attestation, and in many other cases, where huge apparent enhancements were given, the final rents were considerably below the amount regularly collected. Throughout the district, occupancy tenants realized fully that the rates applied were extremely light, and protests were confined to cases where the enhancement was very heavy or to high caste tenants and especially *pattidar* tenants who had to pay increased rent to hated rivals. Complaints about the rates from zamindars were widespread; large numbers admitted to me that they had concealed their rents and added bitterly that the result of the suit was a loss to them, as the tenants would now pay only the legal rent. In two villages where I enhanced rents by 150 per cent. the tenants received the result with irreverent mirth and the zamindars with sorrow. And it was a cold consolation to zamindars to know that the rents imposed on occupancy tenants were considerably higher in many cases than those they had attested for non-occupancy holdings.

But in a number of cases enhancements were both real and heavy and while rates were frequently reduced arbitrarily in such cases, this procedure would have been unjust in most instances. In enhancements between settlements, while exemplars seem to have been carefully selected as regards natural advantages, few precautions were taken to exclude concealed rents. Consequently honest zamindars were prevented by their dishonest neighbours from securing just

Effect
revenue

enhancements, and zamindars who knew that their rents were miserably inadequate frequently failed to get any enhancement at all.

Suits for abatement as a rule were answers to enhancement suits and were seldom successful. Suits for the commutation of grain rent were few, but they were usually brought by tenants and invariably contested bitterly by the zamindars.

Conclusion.

55. It must be admitted that concealment, as at last settlement, has succeeded. Had all rentals been honest, it would have been impossible to keep rates as low as they are. What can be asserted, I think, is that the concealing zamindar has gained no advantage over his honest neighbour, and has in most cases paid for his dishonesty.

This settlement represents, in practice, a reversion to the method of assessment on rates as opposed to recorded rentals. I have attempted to show that this was inevitable; nor is it to be regretted. The revolution introduced by the intense competition for land, which has removed all check on the upward trend of rents has laid the old method open to criticism in more than one direction and its defects under modern conditions are obvious. A minute classification, exhaustive inspection, and scientific analysis of rents, all of which, incidentally, make settlement much more arduous than it was formerly, have rendered it possible to make an estimate of the assets of each *mahal* which, though it does not represent the real income, can be claimed to represent a very constant proportion of the income that the *mahal* would yield to a reasonable proprietor. Thus alone can the light demand be equitably distributed over the district.

CHAPTER V.

THE REVISION OF RECORDS.

The records.

56. Basti records have long had an unenviable notoriety and they deserved their reputation. Mr. G. F. Adams, who submitted a special report on the state of the records in 1904, noted three faults in particular—

- (1) a widespread system of concealing tenants' names and recording their land as *khudkash*;
- (2) *patwaris* were servants of the zamindars, owned and cultivated land in their circles and were largely non-resident;
- (3) occupancy tenants became non-occupancy tenants by summary ejectment.

All these faults were worst in the trans-Rapti tract. The first fault is now, I think, practically confined to that area but the other two are still general. The land records staff has always been badly undermanned and though Mr. Adams secured some improvement, no honest quauungos could pretend to do all that is expected of them and both they and the *patwaris* keep unpaid and irresponsible assistants. At the same time, without the active co-operation of the people it is impossible for any staff, however efficient, to maintain accurate records, and that co-operation is sadly lacking.

The revision.

57. A revision of records was inevitable, and record operations opened in May 1915. A complete re-survey was carried out in the Ghagra villages and in a number of others where there had been extensive changes; but for the most part the survey of last settlement was accepted, and map-correction effected by trained *patwaris* under the supervision of the land records staff. Minute sub-division and faulty partition work made accuracy in partitioned villages extremely difficult, and the checking left much to be desired: there was a tendency to follow the old maps even where important changes had occurred, and this was perhaps the chief fault of the new maps.

The records were attested during the hot weathers of 1915, 1916 and 1917, by three deputy collectors, Babu Ghanshyam Das, Khan Saheb S. Zamin Husain, and Seth Badri Prasad. As there are six million *khassra* plots, nearly two million *khatauni khata*s, and over a million *khewat khata*s, there is no need to enlarge on the arduous and exacting character of the work. The subsequent litigation,

though heavy, cannot be described as excessive when the local passion for litigation and the endless number of opportunities are considered, and is in itself a testimony to the care and labour bestowed on the task. There were few patwaris who did not do their best to make disputes inevitable, and few qanungos who displayed much energy in control. And it can be confidently stated that of the cases filed, at least a third were directly due to the dishonesty of the patwaris, while another third could probably have been prevented by them.

58. In addition to the officers mentioned above, two others, Babu Jamna Sarup and Tankar Mahendra Pal Singh, assisted in deciding disputed cases. Litigation is the one luxury of these classes who have a little money to spare and nothing is too trivial to carry to the courts. In one case that came before my notice, there had been three suits and six appeals concerning a plot of less than half an acre. Details of the case-work completed up to 31st May, 1919, are given in appendix XI.

Case-work.

Among zamindars the favourite disputes concerned individual possession of *sir* and *khudkasht*, a type of case in which the patwari by altering his entries frequently, gave full scope to dishonest litigants. Mortgages of specific plots are regrettably popular and also gave rise to many suits: and the minute subdivision of the *khewat* led to intricate cases which, if trivial, were generally honest, and in which a number of errors were corrected.

Between zamindars and tenants, occupancy rights and the rent were the usual points at issue. The disputes regarding occupancy rights were the most frequent and perhaps the most difficult of all suits; they generally took two forms, both of which are, I believe, comparatively rare elsewhere. In the one case the tenant had been shown as *farar* for a number of years prior to attestation, the zamindar who was shown as *qabiz*, alleging abandonment. Actual abandonment was quite frequent. Until the last decade little value was set on occupancy rights—many tenants had them and did not know it—and in the bad years 1314 and 1315 a large number of tenants left their holdings. And the word *farar* has been used, apparently with the assent of the superior staff, to denote that the tenant had abandoned the cultivation and not to mean that he was not to be found. And though introduced to express an undoubted fact, it was naturally used dishonestly by zamindars who had designs on troublesome tenants, the patwari's compliance being easily secured. While in many cases the patwaris instigated tenants who had not seen the land for 15 years to claim occupancy rights, in others they supported zamindars who had never possessed the plots.

The second type of case was still more difficult. When record operations opened, or shortly before, many zamindars drove their tenants *en masse* to the tahsils, where relinquishments of occupancy holdings were filed and verified. In the following year the land was generally shown as *khudkasht* of the zamindar. In the third year (which was generally the year of record) the tenants' names again appeared over the same plots and they denied that they had been dispossessed. And in most cases, I think, they were right. Zamindars who had the power to evict the tenants contented themselves with ordering the patwaris to show the land as their *khudkasht*, and in numbers of other cases, it is doubtful if they could have enforced eviction. What was always difficult to understand was how tenants who were so compliant as to surrender their rights one year had plucked up courage to fight the zamindars eighteen months later. In some cases they received assurances from the zamindar that there would be no dispossession and that the procedure was necessary to keep the revenue assessment low, but this was not always the case and in the majority of cases, occupancy tenants were deprived of their rights, and though they had never lost possession re-appeared as non-occupancy tenants and had not the courage to fight. In most cases the lands in suit had been held for over 30 years. The same procedure is still going on in certain estates as I write.

Disputes about the rent were frequent at first. Chiefly as a result of Mr. Adams' labours, a large amount of additional rent was entered in the records.

This was rent that had formerly been concealed and it was shown as *said* rent. Courts had been in the habit of giving decrees for it, but recent decisions have made it no longer recoverable. Except in Basti tahsil, therefore, it was excluded unless both parties agreed to its inclusion, though as no formal agreement was taken, it is open to question if it can be recovered even now. When it was excluded, it was generally restored by enhancement, and in a number of other cases the rent payable has been finally determined; but there will remain, unfortunately, numerous instances in which dispute is still possible.

Groves gave less trouble than might have been expected. The entry of possession of each tree at last settlement proved most valuable. The habit of entering all tenants' groves at partition as belonging to the zamindars gave rise to numerous cases, but in the case of zamindars' groves, a recent partition generally prevented disputes.

The chief difficulty in many cases was the fact that the entries for the preceding twelve years showed impossible inconsistencies, quite apart from the merits of the case; it may be doubted if the registrar qanungos ever make a proper check.

Appeals

59. Details of the appellate work are given in appendix XII which has been completed up to 31st May.

Over 20,000 cases were filed involving the record-of-rights. The decisions in contested cases numbered 14,000, of which about 8 per cent. were the subject of appeals and barely 3 per cent. were altered. Considering the extremely high pressure at which all the courts had to work and the unusual opportunities which the state of the records offered to litigants, the figures reflect credit on the officers concerned. Settlement appeals show a slightly higher percentage but as each enhancement suit involved on an average 7 or 8 different *khatas* and the appeal was generally confined to one, the proportion of those who thought it worth while to challenge the decision was extremely small.

Results,

60. In spite of the labour expended, the records have not been brought into a satisfactory state. Some order has been established in the complete chaos previously existing, ambiguities have been eliminated, and a very large number of disputes that had been the subject of continuous litigation (generally in the criminal courts) have been settled. But the check made by the qanungos left much to be desired and in the maps especially too many inaccuracies remain. The apathy of the people who never trouble about the records until the man who has amended them proceeds to take advantage of the amendments and the unfettered licence given to the patwaris, who when they make deliberately false entries, are considered to have been adequately punished by a stinging rebuke in a judgment will continue to prevent accuracy. But it must be recognized that the present staff is inadequate for the maintenance of good records. Proposals will be submitted for an increase in the number of patwaris and qanungos which, if approved, will do something to prevent an early loss of the ground gained by the revision that has been made.

CHAPTER VI.—CONCLUSION.

Costs.

61. Appendix XIII shows the costs of the settlement; an attempt has been made to distribute the cost under each head appropriately between Record and Settlement operations. The total costs are about 4½ lakhs and will be more than recouped by the increase of revenue in the first year. Strict economy was exercised throughout. Credit for this is largely due to Pandit Kusahar Din Shukla, who was head clerk throughout and was empowered as an Assistant Record Officer and Assistant Settlement Officer during the last year: his management was energetic throughout and I commend him to the notice of the Board.

Officials,

62. It would be presumptuous for me to comment on the work of Mr. Blunt, Mr. Harper, and Mr. Vivian, all of whom are my seniors. I may be allowed to acknowledge here the extent to which I have pirated Mr. Blunt's reports for the composition of this one. The work of the deputy collectors was always exacting

and frequently monotonous and while all deserve commendation for the energy and the ability they displayed I would select for special notice Babu Ghanshyam Das, who remained throughout the settlement and on whom the great burden of the case-work fell, and Babu Janana Sarup, whose help in distribution and the heavy miscellaneous work was most valuable. The district record staff cannot be commended. The sadr qanungo came with an excellent record and long experience of the district. He showed considerable energy, especially at the start, but failed to come up to expectations and he did little to counteract the influence of the qanungos. Of the qanungos the majority, especially in the southern tahsils, scamped their work from start to finish, while some were frankly insubordinate. The patwaris were quick to take advantage of the lax control and much of their work had to be done by substitutes: as a class they are unusually dishonest and singularly indolent.

I would commend the clerks and other officials employed. They are too numerous to be named here, but they have worked with a constant devotion and met exceptional demands without demur. Work in settlement is more exhausting than the ordinary clerical work and the conditions of work are in every way harder and I trust that something can be done to give settlement employees greater security of tenure and easier hours than they usually enjoy under existing conditions.

Acknowledgment must be made of the help and active co-operation of the Collectors of the district, Mr. R. H. Williamson, I.C.S., and Mr. H. Bomford, I.C.S., more especially when a bad monsoon gave rise to claims on the record staff that were not easy to reconcile.

BASTI: 31st May, 1919.

A. G. CLOW,
Settlement Officer.



सत्यमेव जयते

APPENDIX I.—Comparative area statement.

Period.	Total area.	Not cultivatable.					Cultivable.					Cultivated.					Total of columns 13 and 17.	Incidence of revenue per acre of cultivation.																	
		Revenue-free	Village site.				Total.	Groves.	Waste.	Fallow.		Irrigated from			Unirrigated.	Total.																			
			4	5	6	7				8	9	10	11	12					13	14	15	16	17												
																								Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19																	
Former settlement ..	1,767,033	15	31,239	111,596	56,941	180,961	50,791	90,795	230,592	18,223	210,509	176,292	577,232	533,434	671,277	1,225,771	1,588,751	1.7																	
Present ditto (year of verification)*	1,791,912	3	23,478	108,434	49,933	191,105	43,858	64,189	156,175	16,316	232,520	256,103	370,929	625,491	677,265	1,302,756	1,588,433	2.1																	
Increase ..	20,559	..	3,249	..	12,052	11,824	..	20,795	44,583	15,904	..	78,901	..	71,997	4,988	76,935	21,685	..																	
Decrease ..	..	..	..	..	..	..	..	..	..	..	..	..	6,904	..	..	..	..	..												

APPENDIX II.—Comparative statement of jamas.

	Jama imposed at		Revenue.	
			Rs.	a. p.
1st settlement 1803	2,91,481	0 0
2nd ditto 1806	3,32,293	0 0
3rd ditto 1809	3,57,917	0 0
4th ditto 1813	4,66,865	0 0
5th ditto 1838	9,84,651	0 0
6th ditto 1852	12,44,202	0 0
7th ditto 1889	2,402	0 0 Nominal.
Year of verification	1,961,374	0 0
New sanctioned revenue	44,260	0 0 Nominal.
Percentage of increase (+) or decrease (—)	20,82,373	0 0 (a)
P. ogres. { Initial	27,97,902	2 0 (b)
{ Intermediate	35.6	
{ Final	26,68,207	2 0
(a) Payable to Government	27,52,843	2 0
Assigned	27,97,902	2 0
Nominal	19,96,342	0 0
(b) Payable to Government	26,734	0 0
Assigned	39,703	0 0
Nominal	29,3516	12 0
Assigned	38,855	12 0
Nominal	69,329	10 0

APPENDIX III.—Rent-rolls and Collections.

Years.	Tenant's land held in—					Total demand (columns 3, 5 and 6).	Collections including arrears.	Sir area.	Khudkasbi area.	Rent-free area.	Total area in holdings.		Rent demanded.	
	Cash.		Kind.		Cultivated.						Uncultivated.			
	Area.	Rent demand.	Area.	Rent demand.										
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
	Acres.	Rs.	Acres.	Rs.	Rs.	Rs.	Rs.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Rs.
Former settlement ..	834,611	31,11,271	47,235	..	12,271	21,24,642	(Blank)	157,206	185,019	10,992	1,225,771	1,482	..	..
Average of 22 years' rent-rolling verification.	847,897	29,61,312	50,117	8,449	51,520	41,14,323	27,91,573	176,141	238,471	3,314	1,373,540	47,259	..	..
Year of verification ..	842,462	40,00,129	46,222	57	57,178	40,82,337	..	243,029	207,104	15,906	1,502,756	54,126	70,822	3,59,470
													18,050	Undetermined Kind
													582	Unrented.
													1	Macph.

APPENDIX IV.—Area table and attested rent-roll.

Last Settlement.		in year of verification.									
A.C.	R.14	Descriptions.	Number of Holdings	Cash-paying.		Grain rented.		Ungrain-rented.			
1	2	3	4	Area.	Rent.	Area.	Rent.	Area.	Rent.		
Acres.	Rs.			Acres.	Rs.	Acres.	Rs.	Acres.	Rs.		
187,106	..	Sir ..	51,818	245,659	..	..	..	9	..
187,079	..	Khudkashi	119,282	207,104	..	..	..	1,924	7,213
1,056	..	EX-proprietary tenants as such	8,505	8,338	30,201	..	..	208	Undetermined.
1	..							20	Kind.		
532,035	12,70,248	Occupancy tenants as such	511,785	500,456	32,63,854	6,384	..	14	Unrented.		
7,035	Kind.							25,124	1,91,584		
								12,230	Undetermined.		
500,918	18,43,337	Non-occupancy tenants	439,875	333,678	17,13,952	21,838	..	504	Kind.		
40,125	Kind.							293	Unrented.		
								6,311	Threatened.		
20,237	..	Rent-free grants	31,338	9,961	..	..	..	3,184	34,119
								83	Undetermined.		
								27	Kind.		
								712	Unrented.		
								63	3,888		
755	..	Payoured tenor ..	28	47	..	..	..	12	Undetermined.
		Tenants land without rent determined	13,002	5,900	47	..	..	3	Kind.
1,23,659	31,11,271	Total	1,249,083	1,708,608	40,05,124	28,952	..	3	Unrented.		
									
								38	195		
								39	Undetermined.		
								70,822	3,56,470		
								18,050	Undetermined.		
								599	Kind.		
								582	Unrented.		
								1	Macph.		

APPENDIX V.—Comparative Crop Statement.

Year	Total cultivated area, per khassra.	Rabi.							Kharif.							Zaid.	Defauld.	
		Wheat.	Mixed crops.	Gram, peas and masur.	Poppy	Rape-seed and linseed.	Others.	Total.	Late rice.	Early rice.	Maize.	Arhar and kodon.	Urd. mung and moth.	Sugar-cane.	Others.			Total.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
Former Settlement.	1,225,785	194,751	224,402	106,250	23,112	83,575	23,505	549,635	229,411	315,075	42,475	44,545	26,985	32,775	1,40,359	821,975	8	855,883
Average of five years, preceding year of verification.	1,29,829	210,137	231,274	219,702	9,558	48,667	13,141	782,479	217,031	199,452	72,600	136,582	10,776	46,741	53,436	938,648	4,459	456,297
Year of verification.	1,30,445	215,441	279,457	235,200	8,579	31,473	17,728	790,183	211,263	402,902	76,539	138,921	9,700	40,734	58,244	944,206	5,294	483,238

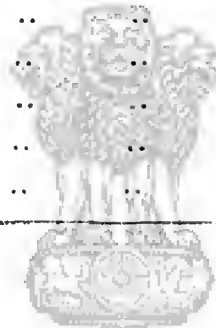
APPENDIX VI.—Statement of soil classification.

NOTE.—In this table the figures in the numerator indicate cultivated and in the denominator uncultivated areas.

Soil with circle rates.	Tenants, cash-rented area in acres.		Assumption areas in acres.				Total.
	Tenants-at-will.	Occupancy tenants.	Sir.	Khud-kusht.	Grain-rented.	Rent-free.	
1	2	3	4	5	6	7	8
<i>Kachhiara</i> ..	65	117	6	13	..	20	221
	5	3				1	9
	870	1,876	367	402	52	47	3,614
	14	50	20	5		6	95
	24,238	62,053	23,008	18,915	1,008	1,276	135,551
<i>Doras</i> ..	422	965	811	119	14	32	2,398
	45,896	111,212	46,092	31,793	1,786	2,243	238,994
	554	1,154	878	182	11	45	2,824
	122,477	212,894	82,832	66,820	4,698	5,884	495,614
	2,520	4,222	2,711	525	73	173	10,224
<i>Jarhan</i> ..	30,531	30,235	13,039	16,050	2,331	1,715	93,984
	2,768	2,039	1,421	345	97	73	6,743
	4,102	4,964	4,249	3,019	986	853	18,213
	240	142	157	32	60	11	642
	23,802	26,351	23,768	19,991	3,600	1,144	98,650
<i>Nala Kachhar</i> ..	807	1,366	2,124	491	152	44	4,982
	4,121	756	1,326	1,700	..	10	7,973
	6	1	2	2			11
	31,082	14,065	14,367	22,100	6,780	529	83,913
	40	139	124	102	101	7	4,221
<i>Rapti Kachhar</i> ..	214	232	43	88	..	17	594
	7	30		2		1	40
	1,623	1,330	547	581	191	171	4,873
	77	59	27	16	22	3	201
	1,049	601	610	825	69	103	3,384
<i>Dofasta Kachhar</i> ..	119	49	47	26	4	17	262
	101	155	47	76	..	8	337
	2			4			6
	1,825	2,556	495	659	25	241	5,801
	82	58	15	17		3	175
<i>Dofasta Bhadain</i> ..	1,593	1,134	232	406	12	8	3,385
	115	87	7	9			108
	850	811	277	493	128	12	2,576
	21	19	11		1		52
	4,825	3,415	1,452	2,615	856	94	13,287
<i>Kachhar</i> ..	83	82	62	6	7		235
	422	463	190	322	206	43	1,649
	5	1	2		8		16
	5,834	2,937	1,232	2,762	1,671	117	14,553
	115	53	69	6	29		276
<i>Bafua</i> ..	2,129	894	355	2,004	1,483	76	6,945
	133	205	140	20	36	10	549
	11,530	14,817	11,368	9,905	1,304	664	49,588
	372	603	735	148	79	15	1,955
	1,012	472	353	456	..	8	2,303
<i>Bafua</i> ..	12	2	8	1		2	25
	2,549	1,173	1,087	1,565	..	20	6,394
	61	17	51	18			147
	1,732	1,497	610	1,039	270	149	5,317
	263	312	261	14	17	8	876
Total cultivated ..	324,435	497,131	233,037	205,105	27,571	16,457	1,302,756
Do. uncultivated ..	9,213	11,663	10,002	2,089	771	451	34,129

APPENDIX VII.—Statement of Assets.

Soil with circle rates.				Tenants cash rented area in acres.		Assumption areas in acres.				Total of columns 2, 3, 4, 5, 6, and 7.
				Tenants-at-will.	Occupancy tenants.	Sir.	Khud-kashl.	Grain-rented.	Rent-free.	
1				2	3	4	5	6	7	8
RECORDED. BY CIRCLE RATES.	Area	..	..	333,668	508,794	243,039	207,194	28,282	15,908	1,333,885
	Rent	..	..	1,713,962	2,291,115	..	..	..	..	..
	Incidence	..	..	5.1	4.5	..	..	..	..	..
	Area	..	..	330,133	504,439	239,601	206,792	27,902	14,850	1,323,697
	Rent	..	..	1,911,815	2,645,119	1,239,168	1,024,969	112,900	75,719	7,009,789
	Incidence	..	..	5.8	5.2	5.2	5.0	4.0	5.1	5.3
	Area	..	..	329,417	505,393	239,545	205,007	27,011	14,682	1,321,025
	Rent	..	..	1,854,910	2,586,151	1,208,613	989,119	106,126	73,268	6,818,167
	Incidence	..	..	5.6	5.1	5.0	4.8	3.9	5.0	5.2
Sayar				..	..	..	..	..	..	83,268
Ferry income				..	..	..	..	..	..	9,328
Assets				..	..	..	..	..	..	6,910,778
DEDUCTIONS.	For Sir	..	..	..	..	..	..	..	..	467,287
	For Improvements	..	..	..	..	..	..	..	..	122,683
	Net Assets	..	..	..	..	..	..	..	..	6,321,408



नमो भगवते वासुदेवाय